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Employment Security REVIEW

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BUREAU OF EMPLOYMENT SECURITY
AND AFFILIATED STATE EMPLOYMENT SECURITY AGENCIES

In This Issue

CONTINUING interest in administrative financing, the appropriation process, interstate benefit payments, and retirement rights for ES employees is reflected in the resolutions adopted by the Interstate Conference at its last annual meeting. The principal resolutions are presented on p. 39. Two of the conference addresses appear on pp. 3 and 5.

IN JANUARY 1947 the REVIEW published an article from the Ministry of Labour and National Service in London on the labour exchanges of Great Britain. The article herein brings us additional facts, including the British "placing" methods. p. 9

WHEN heavy applicant loads appear, must the efficiency of office operations be sacrificed to meet the increased pressure? Not if you streamline and improve processes and plan in advance of expected peaks. James H. Sullivan discusses the steps taken in the Massachusetts agency to facilitate the handling of fluctuating applicant loads. p. 13

HAWAII and Chicago discuss the merits of self-application describing methods used, time-saving features, attitude of applicants toward methods used, and supervisory responsibilities involved. pp. 16–20

How job specifications ought to be prepared and who should prepare them is discussed by Howard S. Carpenter of the headquarters office. The revised manual technique, he avers, will prove profitable both to administrators and local office placement personnel. p. 20

THE usefulness of occupational analysis tools in the placement process is discussed by Emanuel L. Kohn of the Placement Standards Branch. He believes the development of new and improved tools to help in placement tasks should be guided by the needs and experience of local office Personnel. p. 22

PLACING household workers in the Nation's Capital is a task of such scope that it occupies the time of a special household placement service in the Household and Industrial Office for Women of the D. C. Employment Center. Myra C. Callis describes the problems and operation of this office. p. 24

Is maintenance of the Cross-Index File worth while? For the pro and con of the subject read the articles by George Tilden (Missouri) and Frederick M. Mitchell (Michigan). pp. 27–29

SEVERAL local office contributions bring us a symposium on a problem ever before us—What to do about unrealistic hiring specifications in employer orders. The articles are grouped, beginning on p. 30.

Delegating Order 44

GENERAL ORDER 44, dated October 19, 1949, describes the extent of the delegation by the Secretary of Labor of duties and functions to the Director of the Bureau of Employment Security under authority of the various enabling acts, such as the Reorganization Plan No. 2 of 1949, the Wagner-Peyser Act of 1933, the Social Security Act of 1935, the Federal Unemployment Tax Act, and the Servicemen's Readjustment Act of 1944. The Order reads in part:

The following duties and functions of the Secretary of Labor relating to administration and enforcement under the foregoing Acts are delegated to the Director of the Bureau of Employment Security:

(a) Subject to applicable General Orders and Secretary's Instructions relating to personnel and business management, to serve as the administrative head of the Bureau of Employment Security in the administration of the provisions of the above Acts.

(b) In relation to grants to State for the administration of the employment security program: (1) to determine purposes and amounts necessary, including with respect to expenditure of granted funds the issuance of fiscal standards and the determination as to whether such funds have been properly expended; (2) to certify such amounts to the Secretary of the Treasury for payment to the States (or under certain conditions for payment into the Railroad Unemployment Insurance account); (3) to approve State plans for operation of public employment offices, except as final authority may be delegated by the Director to the Regional Representatives of the Bureau of Employment Security to approve such plans with respect to classification and compensation plans, salary and leave regulations, travel regulations, and procurement regulations; *Provided*, however, That questions of conformity with Federal requirements raised by such plans shall be determined by the Secretary of Labor and the Director shall approve or withhold approval in accordance with such determination; and (4) to enter into agreements with the Postmaster General concerning the transmission of official mail matter by State agencies.

(c) In the administration of the Veterans' Readjustment Allowance program: (1) to certify to the Secretary of the Treasury for payment to the States amounts for administration as certified by the Veterans' Administration; and (2) to furnish such services as may be requested by the Administrator of Veterans Affairs.

(d) To make policy recommendations to the States with respect to the unemployment insurance program.

(e) To establish standards of efficiency with respect to the operation of State public employment offices.

(f) In relation to reconversion unemployment benefits for seamen, to determine the amounts to be granted to the States.

(g) To issue standards for a merit system of personnel administration in the States.

Employment Security REVIEW

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At press time

ES on Voice of America Network

THE Employment Service was the theme of two 3-minute broadcasts on the State Department's worldwide Voice of America program on November 28. Broadcast at 5:30 a. m. and 12:00 noon (CST) via shortwave to networks in Europe, Latin-America, the Far East, and the Middle East, the program in English was estimated to have reached 295 million listeners throughout the world and an audience of many more millions when rebroadcast by foreign networks after translation into numerous languages.

Lewis D. Barton of the Industrial Relations Branch of the United States Employment Service made the transcription which the State Department used in the broadcast. Mr. Barton, who only recently joined the Washington staff, was formerly Assistant Veterans Employment Representative in Illinois. A Lieutenant-Colonel during the last war, he had, prior to joining the U. S. Army, served for 7 years as manager of the East St. Louis employment office.

Part of Mr. Barton's script follows:

Sixteen years ago the elected representatives of the American people passed legislation providing for a Nation-wide, *free* system of employment exchanges. The United States Employment Service was established as a Bureau in the U. S. Department of Labor.

Today, 1,800 local public employment offices, operated by the States in cooperation with the Federal Government, provide employment counseling, testing, and placement services for the largest *free* labor force in histroy—64 million men and women of every race, religion, and national origin.

The free public employment service has the responsibility of helping the Nation maintain full employment and full production. By bringing workers and jobs together in the shortest possible time, it helps to keep America sound economically. The employment service is manned by professionally trained workers who use modern, scientific methods in the interviewing, counseling, and job placement of workers.

During World War II, the public employment service, in a democratic way, helped to mobilize, train, and place 58 million men and women. These workers produced and delivered the huge quantities of war materials which made America the arsenal of democracy and assured victory in the shortest possible time. They raised the food for America's far-flung fighting forces. All this was accomplished in the democratic way without the conscription of labor.

When our armies were rapidly demobilized, the public employment service helped the Nation return to peaceful pursuits.

America's public employment service is not only a *free* employment service, but it is an unbiased service. It serves *all* the people. It helps the war veteran, the disabled, the young worker, and the older worker to find the kind of jobs they are best qualified to perform. It works closely with our *free* labor unions and with management by locating the workers that employers need in industry, trade, services, and on the Nation's farms.

The Employment Service also assists management in the solution of various employment-management problems, such as entire staffing of new plants, reduction of absenteeism, and labor turn-over rates. Development of scientific job specifications and analyses of all types of occupations are among the many technical services provided.

The public employment service also works closely with civic groups by supplying labor market information showing employment trends and conditions. This is done so that local groups themselves may plan community developments.

The public employment service is democratically managed. It is financed through annual appropriations by Congress. Its operations are guided by advisory committees composed of labor, management, and the public. This assures that its services are not only technically sound, but that they *are* impartial.

Today, American workers placed in jobs through the public employment service are *helping to provide* critical supplies, equipment, and food desperately needed for rehabilitation of the *free* world.

McCahill Heads New Division

WILLIAM P. MCCAHILL, for several years assistant to the Chairman of the President's Committee on NEPH Week, has been appointed by Secretary of Labor Tobin to head up the U. S. Labor Department's new Division for the Physically Handicapped, in the Bureau of Labor Standards. Mr. McCahill will also serve as Executive Secretary of the President's Committee. With additional funds now appropriated by Congress for its informational program, the Committee hopes to carry its work forward on an expanded basis.

Mr. McCahill's choice as the new division's head is a recognition of the outstanding ability, energy, and resourcefulness he has brought to his work with the Committee, and which has been a dynamic factor in its growth and effectiveness.

The Secretary of Labor commenting on the new set-up said:

"Establishment of the Division for the Physically Handicapped in the Department of Labor follows the request of the President that every effort be made to carry out the Committee's program of year-round education and information in behalf of physically handicapped men and women workers. The recent successful observance of NEPH Week (October 2–8) resulted in part from the cooperation and assistance of many public-spirited citizens and organizations on the Committee working closely with the public agencies having primary responsibility in the fields of employment and rehabilitation."

Sees End of Job Discrimination

At a recent conference held at Hampton Institute, Hampton, Virginia, Dr. Channing H. Tobias, chairman of the Board of Trustees, predicted that it was unlikely there will be any wholesale return to the kind of discrimination in employment that was practiced before the war.

"If we mean what we say when we denounce racial discrimination," Dr. Tobias said, "we must not expect sympathy or favoritism simply because we belong to a disadvantaged group. It is therefore highly important that institutions such as Hampton Institute give special attention to the newest developments in technology and practical trades so that when their graduates apply for positions in industry their applications may be considered purely and simply on merit."

The two-day conference was held as a prelude to the inauguration on October 29 of Dr. Alonzo G. Moron as the Institute's president.

Born in St. Thomas, Virgin Islands in 1909, and a graduate from the 1928 class of Hampton, Dr. Moron is the first Negro to serve as its president. After graduating from Hampton, Dr. Moron attended Brown University, where he received his A. B. and Ph. D. degrees, and the University of Pittsburgh where he received his Master's degree. He served for a time as Commissioner of Public Welfare in his native Virgin Islands, was Housing Manager, University Homes, Atlanta, Ga., in 1936, and prior to his inauguration as president of the Institute, he was Business Manager and acting president of Hampton Institute.

VFW Contests

Many of the States are developing poster illustration contests, under a project sponsored on a Nation-wide basis by the Veterans of Foreign Wars.

Directed toward job development for handicapped veterans, the VFW is confident that the contests in various States will develop more community activity in this respect than has any other previous plan directed toward the same objective.

A report of the VER for Alabama describes the contest promotional plan in that State. It says:

> We have completed arrangements with the VFW for pro motional activity on behalf of the handicapped veterans. This program is similar to that developed by "Cap" Weimer in Illinois. The VFW in cooperation with the State Department of Education is sponsoring a poster illustration contest in the Junior and Senior High Schools of Alabama. This program is being arranged by the VFW and school authorities in order that local art exhibits will be held in the county seat of each county, and the winning exhibit of the contest in each county will be displayed in the State Capital during NEPH Week 1950. At the same time, displays of exhibits by students will be arranged in the local communities throughout the State during NEPH Week. Appropriate prizes will be awarded locally and to the State winners. The VFW has appointed the committee to work out the details of this arrangement with the officials of the State Department of Education. The Assistant VER for the Disabled has been made Vice Chairman of that committee. Copies of the material which will be used in this promotion will be mailed to local school authorities in December of this year and in January 1950. The contest will be officially begun in February 1950 and all local winners will be determined by May.

(Continued on page 38)

Employment Security Activities at a Glance, September 1949 (Continental U. S.)

	Number or amount	Change from previous month
Over-all		
Initial claims	[1] 1, 004, 100	28% decrease.
Weeks of unemployment covered by continued claims	8, 323, 700	16% decrease.
Weeks compensated	[2] 7, 505, 000	11% decrease.
Weekly average beneficiaries	[2] 1, 732, 000	11% decrease.
Benefits paid	[2] $153, 446, 000	10% decrease.
Funds available as of September 30, 1949	[3] $7,123,316,000	1% decrease.
Visits to local offices	13, 641, 600	14% decrease.
New Applications	610, 500	7% decrease.
Referrals:		
Agricultural	1, 573, 600	64% increase.
Nonagricultural	771, 600	1% increase.
Placements:		
Agricultural	1, 530, 100	68% increase.
Nonagricultural, total	466, 400	3% increase.
Men	274, 700	4% increase.
Women	191, 700	2% increase.
Handicapped	15, 400	7% increase.
Counseling interviews	84, 600	8% increase.
Employer visits	242, 100	6% increase.
Veterans		
New applications	142, 500	10% decrease.
Referrals, nonagricultural	195, 500	[4]
Placements, nonagricultural	116, 000	4% increase.
Placements, handicapped	7, 900	7% increase.
Counseling interviews	31, 100	[5]

[1] Excludes transitional claims which do not represent new unemployment.

[2] Includes estimate for Ohio; data not received.

[3] Includes July figure for Maine and August figure for Utah; September data not received from these States.

[4] Increase of less than 0.5 percent.

[5] Decrease of less than 0.5 percent.

The Secretary of Labor, Maurice J. Tobin

Adapted from an address before the Interstate Conference of Employment Security Agencies, Hotel Roosevelt, New York City, September 28, 1949.

What Employment Means

By **MAURICE J. TOBIN,** *the Secretary of Labor*

THIS, my first appearance at the Interstate Conference, is made possible by the grace of Congress, which approved President Truman's Reorganization Plan No. 2, transferring the Bureau of Employment Security to the Department of Labor. . . .

What about the way in which Employment Security will fare in its new setting? In my testimony on Reorganization Plan No. 2, before the House Committee on Expenditures in the Executive Departments, I said: "I can assure you that the Bureau of Employment Security will be operated in the Department of Labor in the same impartial manner as it now operates and by the same impartial personnel, including the present Director, Mr. Goodwin, who now operates it." That is one commitment which I am glad to repeat on this occasion. . . .

Employment Security is a Federal-State program, which cannot be satisfactorily carried out except on the basis of partnership and maximum consultation between your agencies in the field and ourselves in Washington. I can assure you that this principle of mutuality will be lived up to, so long as I have anything to do with the employment service or unemployment compensation.

Whenever new policies are formulated or fresh determinations made—always, of course, in keeping with statute—we will consult with State agencies and the Federal Advisory Council. Candor requires me to say that I may have to make decisions which you would prefer to be otherwise, but I can guarantee that such decisions will not be thrust upon you without ample notice, and, better still, without ample opportunity to the State agency, to make its showing, to present its case, in advance of action on my part.

We are all members of the same team. All of us will be in the huddle to pick the next play. But we must realize that a team cannot make yardage unless there is a quarterback. If he is the right kind of a quarterback, he will know in what direction the goal lies, and he will make sure that his team-mates are in on the decision, are allowed to make their suggestions, and cannot complain that they have not been consulted. There will be no dictatorship and no sabotage in the carrying out of the employment security program, so far as the Secretary of Labor is concerned.

Now that we have reached common ground, so that we are free to think about real problems, let me say a few words about the great challenge of employment in an evolving economic society. I was so much struck by Peter F. Drucker's article on "The New Society" in HARPER'S MAGAZINE for September that I wish to direct your attention to it. Drucker takes the position that the general use of the mass-production principle is the big revolution of our time, a revolution which has divorced the worker from the product in the most highly industrialized country in the world.

It is this divorce, we are told, which explains the focal importance which depression and unemployment have attained in our scheme of things. Unemployment has become a nightmare not so much because of "the economic impact," as because of its social and psychological effects. As a non-producer, the unemployed man is in effect an outcast from the organization. If he is long out of work, he loses self-respect, initiative, and, sometimes, sanity. There is such a thing as "depression shock," which affects not merely those who are out of jobs but those who live in fear of losing their jobs.

On this account, Drucker declares: "Prevention of depression and chronic unemployment has become an absolute necessity for any industrialized country. Only if the citizen can be reasonably certain that he will not be cast out from society and deprived of his effective citizenship by forces which he can neither control nor understand, can modern industrial society expect to be acceptable, to be rational, to be meaningful to its members." That, in my opinion, is a philosophic basis for all we are trying to do for employment security.

What We Seek and Do

Through the Employment Service, we seek to bring jobs and workers together. Through unemployment insurance, we seek to temper the impact of joblessness. We are, in short, doing our utmost to keep unemployment down or to keep it from making easy victims of the unemployed. We are profoundly concerned with the social and psychological effects of unemployment. We are engaged in preserving the morale of the American worker. Obviously, we are also engaged in preserving the stability of the American economic system.

Since this is the first time a Secretary of Labor has had a chance to speak of Unemployment Insurance as an agency in his department, you will forgive me if I seem to give it special emphasis. I am convinced that this form of compensation has helped materially to protect the Nation from the effects of what once looked like an economic decline. It is a cushion against recession. It operates automatically, and helps those who need help. Together with other measures springing out of the ghastly experience of 1932–33, it has immunized the country from the havoc of 16 years ago.

It is a vital part of the maintenance of maximum production, employment and incomes, which became an overshadowing responsibility of Government under the Employment Act of 1946. When there were signs of growing unemployment early this year, people quite naturally turned to Washington for reassurance. In other words, not only is the Government committed to the maintenance of high economic levels, but the country at large has accepted this obligation as a matter of course, and expects the Government to measure up to the responsibility.

The social and economic defenses set up by the New Deal, the strengthening of these defenses by the Fair Deal, have given shining proof of their value during the recent decline. They have worked to set the Nation again on the path of larger employment and increased business activity. And that success is bound to be much more convincing to the American people than cries of "statism." Unless some emergency intervenes, we are headed for generally improved economic conditions. That fact is clear even to the man in the street. It is a fact which brings him and all other Americans a sense of satisfaction, which will not dissolve under a partisan attack of name-calling.

In any case, the employment program is not subject to the charge of "statism." It is a grass-roots program. It goes to the community. In its final analysis, it succeeds or fails to the extent that it has community acceptance.

The Government's social and economic role is now too well defined to permit a retreat. Even those who criticize what they profess to regard as undue expansion of public authority would not, if they were in office, find it expedient to take the course they are urging on others. For, if anything is clear in the current picture of affairs, it is that, for the sake of a healthy and growing economy, Government must assist in doing what private business cannot do by itself.

We simply can't afford to wait until the ax falls. We can't rely on merely defensive measures. We must be bold, ingenious, affirmative, creative. We must launch, and keep on launching, an offensive against the things which make for recession. We must fight, and keep on fighting, for a free and increasingly productive economy. In that way, in that way alone, can we protect America from the plague of recurrent unemployment.

A Program Responsive to Needs

Our employment security program, if it is to continue strengthening our democratic institutions, must be responsive to the needs and will of the people. Some criticism has been directed at the program, criticism which is actually complimentary. For it takes the form of a demand for expansion, not abolition. What employment security is doing for all segments of our economy is too widely recognized and approved to permit anything except constructive criticism. The upshot is that from many quarters comes a call for a broader employment service, for increased unemployment compensation, for protection of groups now excluded, for a lengthening of the duration of benefits—in short for a greater security to our work force and our society.

It is a call which should be heeded, a call which President Truman had in mind when, in his Mid-year Economic Report of last July, he urged a liberalizing of the unemployment compensation system, recommended that the Federal-State unemployment insurance system be strengthened "by establishing minimum benefit standards for all parts of the country and by broadening coverage," and said specifically that "these minimum standards should provide benefits for

26 weeks ranging up to $30 a week for single individuals, with additional amounts for dependents."

This is a mild enough proposal, when you consider what inflation has done to the cost of living. Thirty dollars today represents, in terms of food, the purchasing power of $14.16 in 1939. Thirty dollars today represents, in terms of all items, rent, food, clothing, and the like, the purchasing power of $17.70 in 1939 This is what might be called a deadly parallel. It is in the public interest that it be made less "deadly." If all of us engaged in the employment security program will get behind President Truman's program on unemployment compensation, we will be doing the humane thing, while actually promoting the economic well-being of the Nation.

I have spoken of the present Federal-State system as a partnership. Each party has a specific field of interest and responsibility. Each should respect the rights of the other. States should vigorously administer their programs in accordance with their own laws, which in turn meet Federal standards made necessary by the degree of uniformity required by Congress. What we have in mind in Washington is cooperation with State agencies to make sure that the administration of the program, its financing and its operating activities, will promote the achievement of the great objective all of us are pledged to foster.

Fulfilling the Program's Promise . . .

The Future of Employment Security

By **ROBERT C. GOODWIN**

Director, Bureau of Employment Security

U. S. Department of Labor

Address delivered before the Interstate Conference on Employment Security Agencies, Hotel Roosevelt, New York, September 27, 1949.

NO PROGRAM engaged in by either the Federal or State Government is closer to the American people than the system of employment security which the members of the Interstate Conference of Employment Security Agencies are privileged to administer. A public opinion poll of a few months ago showed clearly that jobs and job security were number one among all subjects that command our interest. With a majority of our population still able to recall the painful experiences of the depression 30's, it is not surprising that the economic dip of the last year brought widespread fear of loss of jobs. To many the question was "Will I lose my job? If I lose it, where can I get another and what can I expect from unemployment insurance until I do land another job?"

To the individual seeking security in our industrial society, these are serious questions. An even more serious question for those of us responsible for the administration of employment security is whether or not the system is fulfilling the promise held out when the program was established. How well equipped is the employment service to place a worker in another job—the right kind of job—when he loses his present one? Is unemployment insurance reasonably adequate to tide the worker over between jobs? Are we assuming our responsibility and making the most of our opportunities to take the leadership in marshalling all forces—business, labor and the community—to combat unemployment on the broadest possible base? From the standpoint of the immediate period ahead and the long-run implications, it is necessary for us to appraise carefully the strength and weakness of the employment security program so that we can take the necessary steps for the improvement of the system.

The Role of Employment Service

In providing employment security, the primary concern of all interested parties—the worker, the employer, and the public—is employment. Essential as they are, unemployment benefits are a poor substitute for the earnings from a steady job. We must therefore intensify our efforts to achieve the maximum effectiveness of the employment service in job promotion and placement of workers in satisfactory jobs. There is a great need for strengthening the employment service in all its functions.

Although in the number of placements, the Employment Service is making a better showing than before the war, only a fraction of job hirings are being made through public employment offices. It is difficult to determine what proportion they are. Hostile statements have placed it as low as 5 or 10 percent. We do know that in manufacturing, we are filling about 1 out of every 5 job openings. But whatever the per-

centage is, there is large room for improvement.

We cannot, of course, and should not ever expect to have a monopoly on job placements, but certainly the number now being made is low in proportion to the potential number that can be made. Canada, for instance, is making a much better showing than we are in the United States. In the mind of the public, the effectiveness of the Employment Service is judged by the number of placements it makes. Our objective must therefore be a great increase in the number of workers placed in employment.

An increase in job placements cannot, of course, be achieved without an increased flow of job orders into the employment office. And we cannot expect that flow to expand without an intensified and continuing employer visiting program. Employers must have the Employment Service constantly brought to their attention and be sold on the services it can render to them. This calls for better planning, emphasizing visits to employers with the greatest placement potential, and more ingenuity in using the telephone, radio, press and mail where personal visits are impracticable.

More important, we must examine carefully what service we are giving the employer. No matter how frequently we call the Employment Service to the attention of the employer, he will not use it unless he finds that he can get better qualified workers and get them more promptly through the public employment service than from other sources. There has come to my attention increasing instances of delays in filling employer orders. We must find the reasons for, and eliminate such delays, if the Employment Service is to be increasingly used by employers.

Employment counseling and testing is a comparatively recent service that is being supplied to veterans and other job seekers. In the light of the recency of its introduction, commendable progress has been made in the quality and amount of counseling service that is being given. However, relatively more progress has been made in the development of tools in the form of tests and labor market information for counseling than in the selection and training of counselors. We must intensify our efforts to secure persons who are fitted both by former training and temperament to perform an intelligent counseling service. We must also intensify and improve the training of the persons who are selected for this work. Our counseling service will only be as good as the persons performing it. We must also realize that the individual's problem is not solved when through counseling a satisfactory vocational choice has been made; there must be more thorough follow-up through our regular placement channels to assure that sound vocational decisions result in suitable placement.

In our counseling and placement service, we face a challenging responsibility toward those groups of individuals who face particular adjustment or placement problems. Whether economic conditions become more or less favorable, veterans of the recent war have special needs which require diligent, energetic, and resourceful action on the part of the placement and counseling staff. In the next two years, the greatest number of veterans educated under provisions of the GI Bill (P. L. 862, 80th Congress) will enter the labor market and will need our services.

Older workers, in whose ranks there are many veterans, likewise must receive increasing attention. The age groups of 45 and over includes about 4 million veterans, or 20 percent of our male population in this age group. During the unequalled employment opportunities of the war and postwar years, the problem of the older worker receded to the background, but it is again emerging as job openings become scarcer.

Young people coming out of school with no experience are also finding increasing difficulty in finding jobs for which they are fitted.

The same is even more true of handicapped workers. We have made great progresss in recent years in getting employers to accept handicapped workers, but it will become increasingly difficult to get employers to hire handicapped persons unless employment again increases to where we have a tight labor market. This calls for intensification of our efforts to secure jobs for these hard-to-place groups.

Averse to Staff Diversion

During the last several years I have had a lot to say about encroachments of the insurance function on employment service facilities. Following the end of the war and during the past year, we have witnessed wholesale diversions of employment service staff from job finding, counseling, and job development as claims volume increased. I feel as strongly as ever that we cannot permit this practice to go on. The solution of the problem does not lie exclusively in ever-increasing appropriations. We must show administrative ingenuity and the will to see that an adequate employment service is maintained, even when we are confronted with difficult unemployment insurance claims problems. Part of the solution, we hope, lies in the provision of the 5 percent contingency appropriation for this fiscal year. It is imperative that the State administrators prepare plans along the lines recently requested by the Bureau, to meet increased claims loads without diverting employment service personnel or curtailing employment service functions. Such plans, to be effective, must be backed up with specific arrangements whereby staff and space can be rapidly expanded when an increased claims load arises.

As employment security administrators, we must take a broad view of our responsibilities. We must not only administer the Employment Service and Unemployment Insurance, but assume leadership in the development of employment opportunities through community organization. It is true that this is in our 6-Point Program for the Employment Service, but we should not delegate this entirely to employment service personnel. Practically all of the State unemployment insurance laws contain a broad mandate to State administrators to take all appropriate steps to reduce and prevent unemployment; to

recommend, advise and assist local governments in dealing with problems of business depression and unemployment; and to promote the reemployment of unemployed workers throughout the State in every way that may be feasible. Such provisions until recently have received relatively little attention; it is time that we took these responsibilities seriously.

Buttress UI Weak Spots

While I am going to say some critical things about the shortcomings of present unemployment insurance programs, I do not wish to appear unappreciative of what progress has been made. It is a tribute to the States that there have been many improvements in State laws in recent years without the stimulus of a serious unemployment situation. A number of the States have increased coverage beyond the Federal tax. Maximum benefit amounts and potential duration have been progressively increased in most of the States and 11 State laws now provide for supplementary allowances for dependents. Many other improvements have appeared in various States. The financial position of most of the States is strong. Nevertheless, an appraisal of the system as a whole reveals three major weaknesses: unemployment insurance is not protecting the worker or maintaining purchasing power as adequately as it might well do; there is such great diversity in the laws that it is confusing to the worker and expensive for the employer; and there are tendencies both in disqualifying provisions and financing that are seriously undermining the system.

First, as to inadequacies in the program. In spite of recent increases in many States, benefits are still generally inadequate. Although it is difficult to get general agreement on what constitutes an adequate program, I think that this group will agree that benefits should be large enough so that a worker can meet his non-deferable expenses, such as food, rent, heat, and light. For such expenses, studies indicate, a single individual needs at least half of his former wages, and individuals with dependents need somewhat more. As for duration of benefits, I think, we would also agree that duration should be long enough to tide a worker over between jobs, except in periods of serious and long-drawn-out unemployment. It appears that a benefit duration of at least 26 weeks in a benefit year is necessary to accomplish this and that such duration should be available to all claimants if their unemployment lasts that long. Thirteen States now provide 26 weeks maximum duration, but only one State, New York, provides such potential duration for all claimants. Because of limitations on maximums and other provisions, all States need to provide more adequate benefit amounts. Average benefits for the country as a whole are only a little over a third of average covered wages, largely due to limitations on maximum benefits. Because of limitations on duration, exhaustions of benefits averaged 23 percent by June 30 for benefit years ending October 30—that is with 3 months of the benefit year yet to run.

When limitations in coverage are added to limitations in amount and duration of benefits, only about a sixth of the wage loss of all unemployed workers is being compensated.

Such inadequacies were evident even during the boom years since the war; they have been accentuated in recent months and would show up dramatically if we should enter a major depression. I would emphasize again that national averages hide a much better showing in some States, but even these States have some room for making their laws more adequate.

The second general weakness in unemployment insurance in this country is the great diversity in the State laws. One of the purposes of the Federal-State system, it is true, was to permit experimentation in the States, and to permit the several States to shape their laws to meet their particular needs. I am wondering, however, if we have not had enough experimentation to determine what provisions have worked best and to begin to make the best provisions more general. I am also wondering whether the present diversity is entirely due to the fitting of the laws to local conditions. When two adjoining States differ in maximum benefits payable by as much as $8 or in maximum duration by as much as 10 weeks, economic conditions in the two States cannot explain the difference. The present diversity in coverage and benefits is confusing and unsatisfactory to the worker who moves from one State to another. It is particularly difficult for workers in metropolitan labor-market areas covering more than one State to comprehend that the crossing of a bridge or even an imaginary line between two States subjects them to entirely different unemployment insurance laws. Differences in coverage and benefits, as well as in contribution rates, is also confusing and expensive to employers operating in more than one State. In the field of financing, one of the justifications for a uniform Federal tax was to avoid creating disadvantages in competition between employers in different States when they passed unemployment insurance laws. However, the great diversity in present contribution rates for employers with the same employment experience in different States has largely nullified this objective.

The third general weakness in our unemployment insurance program is the increasing severity of qualifying conditions and particularly disqualifying provisions in many States. In many cases this is largely nullifying the effect of liberalizations in benefit amount and duration and is in danger of undermining the system. There is a tendency to increase qualifying requirements as benefit amounts and duration are increased. In other cases, the requirements for maximum amount and duration of benefits are making it increasingly difficult for workers to receive such maxima. Much more serious is the increasing severity in disqualifications in many States both through legislation and administrative practices. Definitions of voluntary leaving, discharge for misconduct, availability for work and suitable work are becoming so illiberal in many States that large numbers of workers who are

unemployed through no fault of their own are prevented from drawing benefits. Added to this is an increasing tendency to reduce benefit rights or cancel wage credits which is motivated, I fear, more to save the employer benefit costs than to impose a just penalty on the worker. It is not common to have several disqualifications imposed in connection with a single claim, because the worker has shifted jobs some months before, even though there has been no unemployment involved in such shifts. Such unreasonable provisions are not only bringing disrepute on the system, but are preventing the compensation of much genuine unemployment. They are also encroaching on our free enterprise system, one of the principal features of which is the freedom of workers to seek out jobs in which they can better themselves.

I would not wish to imply that we should relax our efforts to protect the fund against improper and illegal payments. Rather, we should intensify our efforts to uncover and prevent misrepresentations and fraud. What I am saying is that disqualification provisions should be so framed that a worker should be able to get benefits if his unemployment is truly involuntary and should be given reasonable protection against being forced to accept unsuitable employment.

For Extension of Coverage

In the field of extension of coverage, I believe there would not be much disagreement that the Federal Government needs to take leadership by amendment of the Federal Unemployment Tax Act. Many of the States have extended coverage beyond the Federal act, particularly with respect to coverage of small employers. However, many other States are evidently waiting for Federal action in this field. All but four States with restrictions on size of firms covered make the extension of coverage to employers of one or more either effective or dependent on Congressional action. I hope that such action will be taken in the near future.

Although many States have made commendable progress in providing more adequate benefits, it appears that we cannot hope to secure adequate and satisfactory systems throughout the country without changes in Federal legislation to provide minimum standards. This should not be aimed at securing absolute uniformity in State laws, but rather the establishment of certain standards which would assure an adequate Nation-wide system. If such minimum standards were established, the States would still be free to provide higher maximums, longer durations, or other more liberal provisions. The component parts of a Nation-wide system must all provide at least a basic minimum of protection. I know some would say that if such benefit standards were put into the law it would be a step toward federalization of the system. In my opinion it would have exactly the opposite effect. As long as even a few States have inadequate or unnecessarily harsh provisions, they bring disrepute on the system as a whole and furnish arguments for federalization.

In the field of benefit financing, it is gratifying that the States are showing concern that their reserves be adequate. Several States have asked the Bureau's cooperation in making a comprehensive study of their financial situation. We believe such studies are important and the Bureau would be glad to give such assistance as we can to other States desiring to make similar studies. However, there are only a few of the States in which the financing of their systems through a depression would be a serious problem. On the contrary, such studies as we have made indicate that most of the States could substantially increase the amount and duration of their benefits without any danger to their reserve funds. A few States, however, with the best of planning may find it impossible to finance adequate benefits in a period of severe unemployment. This situation arises from high concentration within States of industries which carry a high unemployment risk. I think, therefore, that we must give serious thought to the President's proposal in his Mid-Year Economic Report that a Federal reinsurance fund be established to help States whose reserve funds become exhausted. The present loan fund is a step in this direction but loans have to be repaid and this would make it difficult for some States to again get in a sound financial position once they have exhausted their reserves. It should also be realized that the present loan fund expires at the end of this year.

Other States, although they may be in no danger of exhaustion of reserves, are already finding themselves in a position of having to increase contribution rates at the worst time: namely, when employers can least afford such increases. The Federal Advisory Council on Employment Security, in its recent meeting with the Bureau, after reviewing this situation passed the following resolution:

"The Council endorses and urges the Bureau of Employment Security to prosecute vigorously studies on the financial soundness of the several State unemployment insurance systems; (and) on methods of revising the present financing scheme in order to avoid the existing factors of imposing high tax rates during depressions and low tax rates during prosperity."

I do not know yet what conclusions any such studies will reach or whether they would involve proposals for Federal legislation. It may be that ways can be devised for the States to revise their experience-rating systems to avoid increasing their rates at the wrong time. In this connection, you will recall that the Advisory Council to the Senate Committee on Finance proposed minimum contribution rates equally divided between employers and workers with States free to have experience rating above these minimum contributions in any way they please. Certainly it seems that some limits should be placed on experience rating so that we would not have a situation of States lowering their rates to a point where the rates would have

(*Continued on page 38*)

Three-Way Responsibility . . .

The Employment Service in Great Britain

Supplied by **A. McD. GORDON**

LABOUR ATTACHE, BRITISH EMBASSY

WASHINGTON, D. C.

Exterior of a London Employment Exchange. The building also houses other Government offices.

A FREE public Employment Service is provided in Great Britain by the Ministry of Labour and National Service. It has three main responsibilities: (a) to the Employer—to submit to him as quickly as possible the person who suits or most nearly suits, the vacancy he has notified; (b) to the Worker—to submit him, again as quickly as possible, to a suitable vacancy; (c) to the State—to ensure that proper attention is given to vacancies in industries and services which are important to the well-being of the community.

The Employment Service as a whole works on the basis of obtaining from an employer full details of the vacancy he wishes to fill and from the applicant comprehensive particulars of his qualifications and experience. There is constant study of the means by which these two processes may be so carried out that on the one hand the employer may obtain a person who fits his requirements and on the other the applicant can be placed in a post in which he will be able to make full use of his skill and experience.

There is one fundamental principle which exceeds in importance all the techniques of the placing process, important as these are. This principle is the personal responsibility which rests on each officer of the Employment Service to do his best to fill an employer's vacancy and to do his best to find a job for a person registering for work. This responsibility exists irrespective of whether there is on the register of persons seeking work an applicant whose qualifications analysis matches up exactly with the requirements of the employer. It exists irrespective of whether there is a notified vacancy whose requirements call for the skill and experience of the applicant who comes in for a job. The aim of the Employment Service must be to get the man or the job that will suit. However good the registration technique, however up-to-date the tools, these will never take the place of imagination, initiative and enthusiasm.

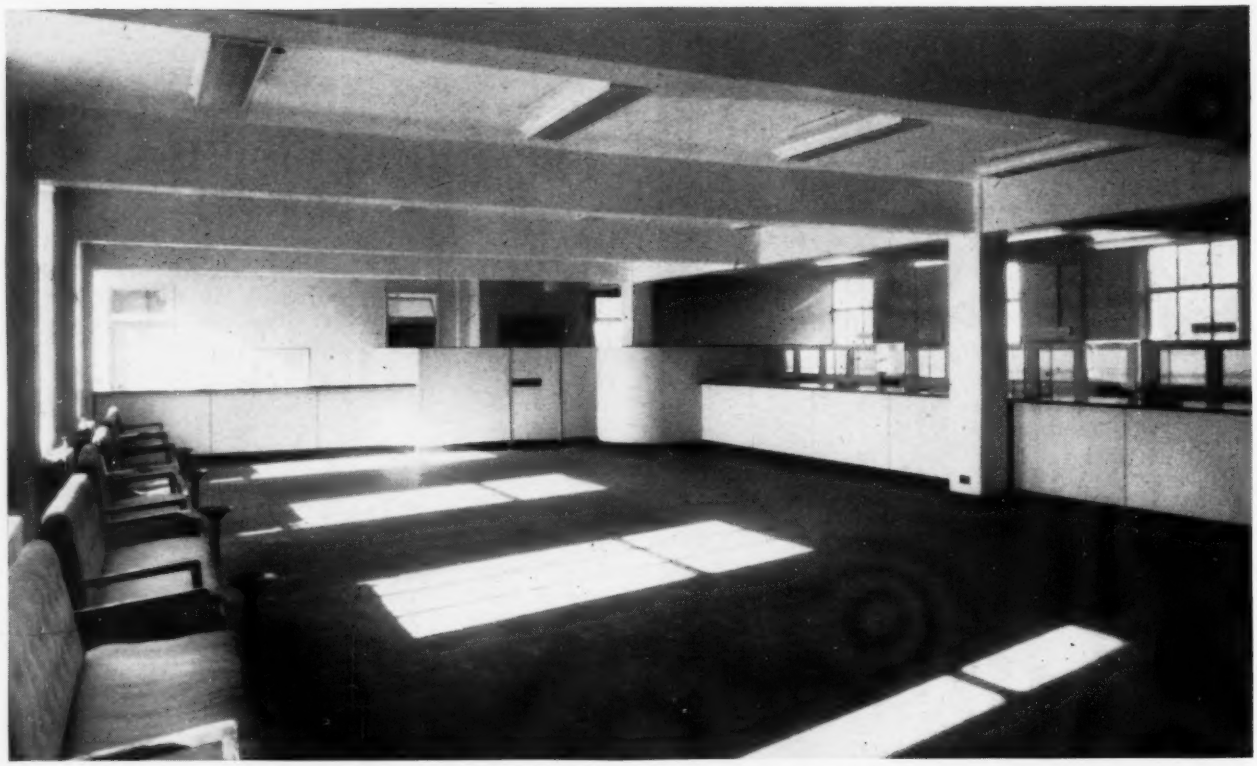
This Employment Service in Great Britain is operated through 1,581 employment exchanges (usually called local offices), 14 appointments offices, 31 nursing appointments offices and 1 central Technical and Scientific Register.

Appointments offices provide a specialist service for employers seeking to fill vacancies in administrative, executive and managerial grades and applicants seeking such posts. The Technical and Scientific Register, kept on a national basis centrally, gives the same service for persons with the highest technical and scientific qualifications. Nursing appointments offices provide a similar service for the nursing profession.

Employment exchanges deal with the main part of applicants and vacancies, including young persons under 18 for whom a special Youth Employment Service is provided within the framework of the Employment Service. This Youth Employment Service is administered locally under a dual system; in some areas the local offices of the Ministry of Labour cater to young persons in a special department, in others the local education authorities run youth employment offices. Both types of office are under the central control of the Central Youth Employment Executive which is responsible to the Minister of Labour and National Service.

The following is a description of the organisation and procedure in employment exchanges.

The detailed organisation varies according to the size of office, but wherever the volume justifies it, the



General view of one of the rooms at Hythe House, showing reception counters and cubicles for private interviews.

office is divided into a number of sections. Each section, under the control of a Supervisor of appropriate grade, is responsible for a group of occupations or alternatively a number of industries. A section in a local office might deal with engineering and other crafts, or with clerks, shop assistants and other white collar workers.

The purpose of organisation of offices on a sectional basis is that placing officers can specialise in occupations or industries with which they deal and moreover develop a personal relationship with employers. Each section deals with the registration of vacancies notified by employers and of applicants for employment and the matching of the two is thus made easier.

Registration of Vacancies

When an employer notifies a vacancy, full details are entered upon a specially designed order card. A separate order card is used for each type of vacancy, even though the employer may be the same, and these cards are indexed numerically in accordance with a clearly defined and comprehensive system of occupational classification. They are then filed in a quick reference register, known as the Live Order Register, and brief details of each person submitted against the order are entered upon the card at the time the submission is made. The order card is only withdrawn from the Live Order Register when the employer's needs have been met or when, as may sometimes happen, the order is cancelled. The officers engaged upon the registration of vacancies are encouraged to discuss with employers the various aspects of the vacancies they notify, and to obtain where necessary a short job analysis to amplify the particulars the employer has furnished. It is in fact the responsibility of these officers to ensure that the information on the order cards is complete and presents a clear picture of the type of worker the employer desires.

Registration and Placing of Applicants

A person who seeks the assistance of the employment service to find work is required to register particulars about himself at the nearest local office if this is within three miles of his residence, unless the type of work he is seeking is dealt with by an appointments office or by the Central Technical and Scientific Register, to which he would then make written or personal application for registration.

If he lives more than three miles from a local office, and wishes to be registered for work there, a special registration form will be sent to him by post.

In the nomenclature of the Employment Service such a person is known as an "applicant." The officer who affects the registration is known as the "registration officer" and the officer who submits an applicant to a vacancy is known as a "placing officer." When an applicant registers for employment the registration officer, who has before him details of current local vacancies, first considers whether the applicant can be submitted immediately to one of these. If so, it is usual for brief particulars

to be entered upon the registration unit (to which reference will be made later on) and for both the applicant and the registration unit to be referred to the placing officer. If the placing officer agrees that an immediate submission is appropriate, the applicant is given a card to introduce him to the employer. This card indicates the vacancy against which the submission is being made and the employer is asked to return a detachable portion of the card to the local office, saying whether the applicant has been engaged.

If an immediate submission cannot be made or if the applicant comes back to the local office and says that he has not obtained the job, his registration unit is completed to show his name, address, age, qualifications, experience, previous industrial history, physical characteristics, mobility—in fact everything which will enable the placing officer to make a quick and correct assessment of the applicant and of the work for which he is suitable.

If the volume of work permits it, the applicants are interviewed by a placing officer immediately registration has been effected, and the information on the registration unit is examined and amplified where necessary. Arrangements are made for the applicant to be considered for suitable vacancies as and when they become available.

When the number of persons registering for employment is so large that the placing officer cannot interview them all when they first attend, only those likely to be submitted immediately are referred to him, the others being given a date and time they should attend for interview.

The registration procedure is modified if a large number of workers are "stood-off" and the number of applicants is too large for them to be registered satisfactorily when they first attend. In such cases they are given an identification form and arrangements are made for their registration to be spread over a period.

The registration units are indexed numerically, the index numbers indicating the industry and occupation in which the applicant desires to find employment. The units also carry an alternative index number which indicates an alternative occupation for which, in the light of his experience, the placing officer considers the applicant may be suitable. It sometimes happens that an applicant could be placed in one of several occupations and in such cases separate registration documents are made out for each occupation and cross-referenced with the main registration. This ensures that he is considered for all and every vacancy for which he may possess the necessary qualifications.

The units are filed alphabetically in occupational classification order and there is a continuous process of examination to identify applicants suitable for the vacancies that come on to the live order register. When a suitable vacancy occurs within daily travel-

Exterior of Oxford Employment Exchange. The elevation and the materials used in construction are in keeping with the prevailing architecture in the immediate vicinity.

ling distance, the applicant is given an introduction card and asked to attend at the employer's premises for interview at a prearranged date and time, but when the vacancy is beyond daily travelling distance, a specially designed submission form is sent to the employer which sets out the essential details in a clear and concise manner. Written submissions are generally sent to the employer via the local office at which the vacancy is registered, so that adequate follow-up action can be taken easily.

Applicants are required to renew their registrations in person unless they live more than three miles from the local office, when they renew it by post. Those who attend personally are given a card to complete and send to the local office if they obtain work or do not wish to continue their registration.

Review of Unplaced Applicants

Normally an applicant registered at a local or an appointments office is placed by filling a notified vacancy, but there can be nothing automatic in this process. Always there remain those persons whose limited skill, advancing age, physical disabilities, domestic circumstances or temperamental maladjustments make them difficult to place in any employment. The technique which has been adopted to deal with such cases is that when an applicant has been registered for a month and no job has been found for him, he is interviewed by an experienced placing officer. At this interview not only the recent experienced and recognised qualifications of the applicant are discussed, but enquiry is also made about his hobbies, any spare time occupations he may have and indeed any matters which may provide an indication of the type of work he could do but has not perhaps considered. Sometimes the co-operation of employers is enlisted in the endeavour to resettle a man in suitable work.

Then there are the persons who through emotional disturbances or long spells of illness or unemployment have become unaccustomed to the requirements of a full day's work and in such cases enquiry is made as to whether they are willing to undergo a short course of industrial rehabilitation. If they are, the necessary arrangements for this are made.

Circulation of Vacancies

No local office can find within its boundaries all types of employment for which applicants may register and so there have been set up systems of intercommunication and vacancy circulation. These systems are linked primarily with the vacancy, so that if a vacancy cannot be filled locally it is circulated to an ever widening area. It is first circulated to local offices within daily travelling distance, but should suitable applicants not be forthcoming the field of circulation can be extended progressively until it becomes nation-wide. This is a delicate piece of machinery and can easily be overworked. Vacancies for national circulation are carefully selected and the numbers rigorously pruned.

Appointments Offices

The organisation of the work at the appointments offices follows broadly the same lines as the local offices since the same basic principles apply, but there are quite appreciable differences in the procedure relating to the registration, interviewing and submission of applicants.

As the appointments offices are located in London and in the main provincial cities, a large number of applicants make their first approach by letter and each, whether he applies in person or by letter, is asked to complete a four-page form which is designed to elicit as much information as possible about his qualifications, experience, education, training, mobility, the salary he has received and requires, etc.

If, when this form is returned, it appears that the applicant's qualifications or educational standard are below what are required to enable him to be submitted to appointments office vacancies, it is sent to the local office nearest to his home and he is informed that this has been done. This enables him to enlist the help of the local office to find employment if he so wishes.

If, on the other hand, the completed form shows that the applicant is suitable for submission to vacancies dealt with by appointments offices he is interviewed as quickly as possible. The particulars he has given are amplified and a personal assessment is recorded by the placing officer.

Appointments offices have the special problem of finding suitable employment for young men and women whose potentialities may be more important than their qualifications or experience, and in order to assist in arriving at a correct assessment in such cases a special system of interviewing has been evolved. For the purpose of this system occupations have been classified according to the extent with which they are concerned with "People," with "Things" and with "Ideas." The result of these interviews should clearly show the extent to which an applicant is interested or concerned with People, Things and Ideas, and give broad but exceedingly reliable guides as to the range of occupations in which he is likely to make a success of his working life.

It is usual for appointment offices to furnish an employer with a "short list," setting out details of the applicants which appear to suit, or most nearly to suit, the vacancy he has notified. The applicants are advised that the submission has been made and from this stage the employer generally communicates with any applicant he wishes to interview and takes up any references he may acquire. Applicants are asked at the time they register whether they agree to this procedure or whether their particulars may only be submitted after they have been consulted.

They are requested to notify the appointments office at which they are registered should they change their address or their employment, or become unemployed—a special form being provided for this purpose. They are also required to renew their

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THE PLACEMENT PROCESS . . .

An effective placement service does not "run itself." Proper organization, adequate staff, alert supervision, and well-planned training, are vital to efficient placement performance. But in addition, to guarantee maximum service to applicants and employers, this main-line local office operation requires the continuing attention of technical personnel who are constantly studying the complex problems and procedures involved in the appraisal of workers' skills and abilities and in relating them to job requirements.

This issue of the Employment Security Review is intended to focus attention on the urgent need for continuing emphasis on the placement process, and to encourage the critical study of the several phases of the function. The satisfactory performance of reception and routing activities, application-taking, order-taking, selection, referral and verification, as well as the use of appropriate tools in each of these activities depends in large part upon the development of carefully tested methods and techniques derived from experimentation and the analysis of successful experience.

The placement function is not static and cannot be expected to develop automatically while special attention and continuing analysis are being directed to other employment service responsibilities. Just as technological improvements cause major adjustments in industry, there are new and better ways of serving the job placement needs of a community. It is only as these improved methods and techniques are developed and put into practice that the Employment Service will continue to grow and make an increasing contribution to the community life of the Nation.

Handling Heavy Applicant Loads

By **JAMES H. SULLIVAN**

District Superintendent

Massachusetts Division of Employment Security

From time to time, every manager of a local Employment Service office is faced with the possibility of an extra-heavy applicant load. Such a situation may arise suddenly, but it may carry on for many months. The manager must not only meet the initial onslaught but must also provide for fast, efficient service on a day-to-day basis.

Occasionally steps can be taken at the start to absorb the potential load before it reaches its peak. For example, a large plant just outside of Boston, with about 2,000 employees, was closed down last spring for an indefinite period. Obviously, this group would have swamped the small suburban local office in the area. To avert this, we quickly arranged with the company and union officals to take claims in the plant itself. A sizeable expeditionary force of interviewers came to the rescue from surrounding offices and completed the claims in one day. In this case, work applications were deferred in line with the revised procedure of application taking.

To cite another example, three interviewers from the Boston Office are presently assigned to the Naval Shipyard for a month to take work applications of a large number of employees affected by a reduction in force.

These methods, of course, are good, but can they always be used? On most occasions, there is no control over the number of applicants who make up their individual minds to converge on the local office all at once. Usually we know from experience when the load is due to shoot up—sometimes to two or three times its normal size, if not more. In Massachusetts, April 1 marks the start of a new benefit year. The claim load skyrockets and continues very heavy for several months. In June, the end of the school year, another peak period in the taking of work applications is upon us. To take such fluctuations in stride calls for plenty of planning and preparation. Every effort must be made to eliminate time-consuming operations of questionable value both to the public and to the local office. However, such streamlining should not be done at the expense of adequate service.

Local offices in Massachusetts have been exposed so many times to heavy claim loads that today they are handled in routine fashion. Even April 1 has ceased to be an ominous date. Of course, we treat it with due respect but nobody gets ulcers worrying about it. In the Boston Office this year, we started early in March to get ready for the expected load. All interviewers not assigned to claims work, including supervisors, underwent refresher training in taking claims, and in addition took them in actual practice for a few hours. We had the advantage, over previous years, of new simplified methods, especially through the use of a self-claim form. These methods, which had been worked out through cooperative efforts of both the local and administrative office, cut the time required to take a claim roughly in half. When the important

Scheduling, self-applications, and self-claims enable the Boston office to handle heavy loads with ease and effectiveness.

day arrived, all staff members had been assigned to stations and duties, not unlike a regular battle plan of action, doors opened earlier than usual to get the jump on the throng, and we were off!

Load Dispursed Throughout Office

Two hours after the office opened, a new interviewer attached to the Initial Claims Section remarked, "I don't see why anybody was concerned about today. It wasn't any tougher than an ordinary Monday." During those two hours we had taken many more claims than on the entire day of the busiest Monday, but the load had been dispersed throughout the office and had been handled with speed and efficiency. Sufficient staff had been diverted, temporarily, from regular duties, to take care of a particular situation that was unavoidable. To have recruited a temporary or part-time staff for the short duration of the new benefit year peak load would have involved a training period of some length, since the taking of a claim in Massachusetts is more than a simple clerical operation. Practically all of the temporary help was released to regular duties within two days. Incidentally, the staff derived a large amount of satisfaction in seeing the crowds roll through in the shortest possible time.

Our only complaint was unintentionally an "orchid." On the next working day, a claimant reported to the manager in charge of claims-taking that he had been in the office for about 5 minutes, had tried to file but the interviewer had only asked him a few questions and then dismissed him. The complainant declared, "I've been through this April 1 stuff before and I always waited 2 or 3 hours in a mob of people, but at least my claim was taken." It took some effort on the part of the manager to convince the complainant that his claim actually had been completed. In order to control an immediate problem, the entire resources of the office were available for use, and were used.

The next problem was the handling of the heavy load, not only as continued claimants but also as applicants for employment, as each claimant must, of course, register for work.

The continued claims were comparatively easy to handle. A regular reporting schedule for weekly signing, based upon the last four digits of the social security number, was given to each claimant. The first two numerals designated the day and time to report while the last two numbers gave the proper line. Thus the load was spread fairly uniformly over 5 days, with 15-minute intervals for each numeral, and further divided into five lines.

The signing of continued claims is a fast process in the Boston Office, due to two factors. First, the principle of job dilution, or job break-down, is used for speed. The claimant obtains his Claim Record Card from one clerk, filters through to another desk, where necessary questions are asked and the card is initialed by interviewers, proceeds to a signing counter, and finally hands in his card for proper stamping and checking. Secondly, any time-consuming operations such as low earnings reports, changes of address, interstate claims, and the like, are immediately referred out of the main line of traffic for special handling at a counter. The average time spent in the office, for 90 percent of claimants whose signing presents no

complications, runs under 10 minutes, even with heavy loads. The system is flexible enough, with additional stations available, so that heavier loads can very rapidly be assimilated.

On the Employment Service side, it was a different picture up to the last year. A long line of applicants really used to bog down the office with long waits or rescheduling necessary, neither of which are very desirable from a public relations viewpoint. The necessity of improving our procedures was recognized and after numerous discussions, studies, and a critical analysis of the problem, by both local office and administrative staffs combined, revised techniques were developed. The suggested changes have been made, and up to now at least, have gone a long way to correct unsatisfactory conditions. A few of the changes, such as more precise scheduling and insistence on self-applications, were possibly derived from successful experience in claims-taking. Other changes called for entirely different conceptions of application-taking with a realistic examination of the applications' ultimate utility. Simplification and elimination of unnecessary, unprofitable effort were primary needs, both from a standpoint of providing better service to the public and, at the same time, more economical operation in the local office.

Insistence on self-applications has already been mentioned. While a self-application process had, at least in theory, been in effect for a considerable period of time, a survey disclosed that better than 50 percent of take-home applications were brought in untouched by the applicants. Moreover, they brought them in when it was convenient, and usually this was at a time when the office was already up to its ears in work. Both of these practices were brought under control with no great difficulty. Claimants with take-home applications were given specific instructions to fill them out at home and return them to the Employment Service section on their next regular signing day. An improvement in the number of cards completed was noted when the applicant was properly informed. The greatest gain, however, resulted from the even spreading of the application load from the claims section over the 5 working days of the week. A glance at the Identification Card, upon which is entered the reporting schedule, tells the Employment Service receptionist whether an applicant is trying to get advance service. Such early service may be granted if the work load in the Applicant Service section permits, but in any case, the office has established a control over a large part of the traffic. Non-benefit applicants are routed immediately to the Self-application Unit.

A Streamlining Process

The Self-application Unit, in Boston at least, has proved to be a major factor in the streamlining process. As a unit, its size is not impressive—two interviewers. However, these two interviewers alone, presiding over a group of tables seating 25 applicants, handle 50 percent, or more, of the application load. Eight to ten interviewers are assigned to completion interviews, where formerly twice this number could not prevent up to two hours of waiting time on busy days.

Before the setting up of the Self-application Unit, some preliminary ideas were tried out and adopted. Up to this time, the emphasis of evaluation of application cards was on quality. Completeness of detail was a virtue. Those of us who were considering ways and means of cutting corners began to question the necessity of too meticulous job descriptions, and to think in terms of adequacy. A taxi driver, for example, is a job title, the duties of which are obvious to even a child. Why take up valuable time in writing a detailed break-down of his duties? Eventually, a list of such occupations was compiled by each office, submitted to the administrative office, and when approved, the job title alone was sufficient for the job description. Analogous to this list was another consisting of those workers whose entire experience had been a single occupation or whose union membership disclosed competency along a specific line. In such cases, also, it was decided to restrict application-taking, aside from census information, to job titles, and a simple statement summarizing the applicant's experience.

Thinking along this line brought us, inevitably, to a more detailed analysis of application-taking in the search for shortcuts. The entire occupational coding structure was examined and broken down into those codes requiring complete work history and those for which such information was superfluous. Discussion with placement interviewers led to the conclusion that a large part of the work being done completing applications, for certain groups, was of scant value. Such groups included all applicants coded 8 or 9, as well as the unskilled coming under code 2. Applications of this type amounted, in the aggregate, to 35 to 40 percent of the Service and Industrial active file.

The Self-application Unit was set up originally to handle the unskilled only. Self-applications were accepted as received, with only necessary repair work being done, the card was classified and coded with a three-digit code, and, if the occupation was not in demand, the applicant was dismissed. Later on, those applicants whose skills were easily identified were added, principally because such groups could also be serviced expeditiously. In reality, application-taking in this unit is a counter operation with little or no questioning of the applicant being required. Interviewers in this unit screen the applications quickly, code and classify them if the cards fall within the assigned groups; otherwise, the applicant is routed through for a completion interview.

The effectiveness of this "quickie" operation in eliminating heavy loads in the application section was immediately apparent. Where formerly a hundred or more applicants would be waiting, with rescheduling necessary to avoid a more serious jam, today the section is quite busy if 25 are occupying the seats.

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Affords Complete Self-Expression . . .

Self-Application Pays Off

By **T. D. DABAGH**

Manager, Honolulu Local Office

Territory of Hawaii Employment Service

"CAN you write?" is the question asked many times each day by the receptionist in the Honolulu Local Office. Why asked? For purposes of self-application, of course. Self-application for new job seekers is a well-established custom in the Honolulu Office and no staff member would agree to any other method of registration. Placement interviewers are whole-heartedly in favor of self-applications as an excellent aid in the selection process.

Honolulu, "The Crossroad of the Pacific," is a modern metropolitan area with a population of approximately 360,000. Other than Hawaiian and part-Hawaiian, racial ancestry includes Japanese, Caucasian, Filipino, Chinese, Puerto Rican, and Korean, most of whom migrated to Hawaii or are one generation removed from the immigrants. This polyglot population, which in the main is well educated, poses problems of language, racial characteristics, customs, and literacy which would match any applicant problem conditions found in almost any other local office. The principles of self-application can be applied in any employment office and the experience of the Honolulu Local Office can be duplicated with similar beneficial results. Over the past two years the Honolulu Local Office has found that self-application pays well in qualitative registrations and also effects a substantial saving of time.

New applicants, when they come to the Employment Service for the first time, present themselves at a reception counter specially designated for new applications. The entrance to this counter is in the most obvious location as one approaches the local office. All new applicants, both literate and illiterate, are requested to fill out their own application cards. The applicant can choose either to sit in the office and fill in his card or he can take it home. The illiterate applicant is encouraged to take the application card home and get assistance from family or friends. In every instance, the applicant is given an approximate time for interview with a qualified staff application interviewer. If the illiterate applicant is unable to get assistance outside of the office in filling out his application, or if the office is able to interview him the same day, a staff applicant inter-

viewer will fill in the complete USES-511 by questioning him.

The self-application procedure, of course, necessitates a careful scheduling of interviews so that there is sufficient time for new applicants to make out their application cards and so that there is a steady flow of traffic throughout the day. Scheduling in Honolulu is accomplished by means of graph paper, each square being considered a unit of time. As the scheduling is done, the squares are filled in for the amount of time considered necessary for the particular interview. For example: if each square is designated as three minutes and the receptionist considers the interview will take approximately 18 minutes, six squares are filled in, leaving the remaining 14 squares for the balance of the hour. If the next interview is considered to be 12 minutes long, an additional four squares are blocked out. In this manner the receptionist can advise the applicant of the approximate time he will be called for an interview.

One of the erroneous public conceptions of an Employment Office is the idea that one is unable to express his own ideas in such an office and is merely questioned as to his work experience by a bored official. The self-application process permits complete self-expression as well as giving the applicant a chance to tell what he would like to do and what interests he has. Without being nervous and under pressure, he can state his case in his own way. The applicant is allowed to take his time and think about and recall all of the information which he wishes to present and which has significance as to his employability.

The public has reacted to self-application in a very favorable manner, particularly with those applicants who have considerable work experience and wish to take the application card home. Many persons who have come to Hawaii from other areas have expressed their pleasant surprise at the efficiency of interviewing, the lack of long waiting periods, and the chance for self-expression through the self-application process.

Self-application permits the recording of information which may not be forthcoming from questioning by an interviewer under pressure of work. In addition, the interviewer is given clues for further detailed questioning which will result in a complete application rather than an application lacking in some important items. The interviewers, thus, do not get into the habit of stereotyped questioning but do have time to discuss details with applicants. This point is particularly significant with applicants whose occupations are in the professional or technical field which the interviewer cannot hope to understand or to question intelligently. In such cases, the interviewer is also able to add to his store of knowledge and ability as an interviewer.

When self-application was not used, it was found that the interviewer had a natural tendency after the first few words with the applicant to decide on the occupational code and then proceed to ask questions to substantiate that decision. Under self-application, that tendency is entirely dissipated in that the interviewer can readily size up the various occupations performed by the applicant during his working periods.

The basic purpose of application taking in an employment office is to record, in an orderly fashion, information for selection against specific job openings. It is assumed, therefore, that the placement process is affected directly by the quality of applications taken. Placement interviewers in the Honolulu Office feel that better and quicker selection can be made when they use USES-511's made by the applicants and amplified by applicant interviewers. The applicant's handwriting, willingness and ability to follow instructions, sense of organizing the information, brevity, and what he considers important are all points which aid greatly in the selection process. These points are of varying value with different occupations, but in practically all cases, they have some bearing on whether or not a person is qualified for a specific job.

Self-application, in addition to providing a better

Applicants are told how to complete their self-applications at home.

An applicant is assisted by a monitor in the completion of his self-application.

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New and call-in applicants are served in this section of the Hawaii local office.

qualitative presentation of employability information, is an effective time-saver for the applicant-services staff and for the applicants themselves. Staff time for application taking has been reduced by 25 percent since the self-application process went into full scale operation, and time spent by applicants waiting within the office was cut back to just a few minutes per person. Obviously, self-application saves the interviewer's time in filling out the items for identifying information, some parts of work experience and personal interests. It must be also pointed out that under the self-application process, considerable waiting time in the office is saved the applicant because the application card may be taken home and filled out when convenient to the applicant.

When an applicant cannot be interviewed immediately in the local office, self-application tends to bring the applicant back to the office at the appointment time. The applicant feels that he has performed a definite act and, therefore, has something to lose if he does not return to keep his appointment.

Re-interviewing time has been saved on many occasions through the use of the self-application process. An applicant, having filled out his own USES-511, will seldom ask for a re-interview since he will be satisfied that all pertinent information has been recorded. Without self-application, however, the applicant has a tendency to return a few days later and request a re-interview because the interviewer possibly did not ask him about certain work performed or other information which he considers important.

A criticism of self-application quite often presented is that, in many instances, the handwriting on the USES-511 is not legible. It is felt in Honolulu that there is nothing lost if the card is illegible and the interviewer must make a complete application. Such a case would serve notice on the applicant interviewer that the applicant cannot write legibly and this information should be recorded on the card for consideration in the selection process.

It should be emphasized, and re-emphasized, that supervision of application taking must be as strict as the supervision of any other section of the local office. Particularly in the application-taking process, lax supervision will result in routine performance by the interviewers; application cards become merely a "form" to be filled out mechanically. Qualitative registration can be attained only with alert supervision and adequate training.

Two forms, specially designed for self-application, are required to make the process work successfully. First, an application card showing clearly what information is to be filled in by the applicant, and second, a comprehensive instruction sheet explaining the various items on the card in nontechnical language. Both the instruction sheet and the USES-511 as shown in Part II of the USES MANUAL sections 1136 and 1137, are excellent for use in the self-application process. In Honolulu, the USES-511 and the instructions for self-application have been modified slightly from the manual to meet local conditions and both have been used effectively for the past two years.

Applicant interviewers must be trained to guard against the possibility of not acquiring full information for selection purposes. Untrained interviewers will assume, in most cases, that the information given on the USES-511 by a well educated applicant is the complete story, whereas the information given may be actually only part of the story required for selection. Interviewers, under pressure of work, may take the course of least resistance and accept the self-application at its face value and merely code the application card. The Honolulu Local Office has an extensive training program for application taking which pays dividends through qualitative self-applications.

Supervision of the application process and analysis of completed USES-511's are good management in that applicant interviewers are continuously aware that application cards must be usable in the selection process. In Honolulu, the applicant services supervisor is required each day to sample USES-511's completed by each applicant interviewer. In addition, the supervisor periodically makes a checklist analysis of USES-511's completed for one day by each applicant interviewer. He also supervises his section in accordance with the principles explained in Part I, USES MANUAL, sections 8050 through 8120. These supervisory checks and controls insure top-level application taking.

It must be pointed out that the self-application process will not cure all the problems and ills of applicant services, but the process does give extensive usable information for selection purposes with a minimum expenditure of time. Applicants like it; receptionists like it; applicant interviewers like it; placement interviewers like it; in fact, self-application is universally favored by all concerned with the placement functions of the Honolulu Office of the Employment Service.

Quality Maintained, Time Saved, Dispositions Improved . . .

The Case for Self-Applications

By **CHARLOTTE RUTH NATHENSON**

Employment Office Manager, Local Office 4, Chicago, Ill.

WITH the increase in unemployment and the starting of a new benefit year, April 1, 1949, all local offices in the Chicago Area were faced with the problem of accelerating their registration activity. In Local Office 4, the increase in traffic was such that it was necessary not only to assign more interviewers to the Registration Division, but also to have full utilization of self-applications. By asking all applicants, except those in need of counseling, to prepare their own application cards, we increased the number of new applications from 1,382 in March to 2,263 in April and 2,607 in May.

Before expanding the self-application method, we examined the results achieved during previous periods. We found that approximately 80 percent of our load consists of service, semi-skilled and unskilled workers. Many of these were either poorly educated or followed directions very poorly, with the result that the cards were so inadequate it required almost as much time as a complete face-to-face interview. Little difficulty was encountered with the other 20 percent of our load. Our problem was to bring this 80 percent of our load up to the efficiency of the other 20 percent.

We began by assigning interviewers to assist or monitor the applicants who were preparing their application cards in the office. These interviewers spot-checked the self-registrations and answered any questions about the application cards which the job seekers had. We found that the time spent in supervising the preparation of application cards and in answering questions greatly reduced the amount of time the registration interviewers spent with the applicants in completing their cards.

Upon completion of the card by the applicant, a trained interviewer talked with the applicant and completed the application card. The amount of information required on these cards was reduced for certain types of workers. In the case of laborers, for example, we found that the information recorded by the applicant was usually sufficient for placement purposes, even though, by our former method, the interviewer obtained more detailed information.

In many instances, particularly when our load was quite heavy, or when the applicant expressed himself poorly or lacked essential information about former jobs, he was given an application card, Form USES–511, to take home where he could have the assistance of a relative.

In all cases, applicants were given Form ISES–326 "Instructions For Filling Out Your Application Card." This instruction sheet contains all the pertinent information required in the local office.

These changes in our registration methods brought the desired results, and enabled us to keep abreast of the increased load. Our new applications in July,

August, and September were 2,389, 3,389 and 2,408, respectively. Only by availing ourselves of the time-saving methods and shortcuts which can be employed in the use of self-applications have we been able to register the increasing number of job seekers who come to our office.

Equally important is the fact that in at least 95 percent of all cases, the application cards prepared by the self-application method have been as effective for selection as cards prepared in complete face-to-face interviews. Occasionally, of course, in making a selection from the files, we find a card which does not contain sufficient specific job information. Our ratio of referrals to placements was 2.6 in February, 2.36 in March, and for the remainder of this year, it varied between 2.2 and 2.4.

Another good result of self-applications has been the greatly improved attitude of our applicants. With our great load and small interviewing staff, it was not at all unusual for an applicant to have to wait an hour, sometimes even longer, before he was interviewed. Disgruntlement was frequent and applicant and interviewer were often under great tension. Today, however, the waiting time for an applicant has been greatly reduced.

In addition, the self-application card is helpful in that it gives the applicant something to do while he is waiting. He is accustomed to filling out application forms for employers and does not consider it strange or unusual that he is asked to fill out the Employment Service application card. Instead of merely staring at a blank wall, he is doing something which, he knows, has a definite bearing on his getting a job. He is, therefore, far more cooperative when he subsequently discusses his work experience with his interviewer.

Self-application cards have thus proved to be an effective tool for placing workers in jobs. They save a considerable amount of time, they are effective for selective purposes and they materially raise the morale of both applicants and interviewers.

Based upon the experience in this office and in other offices in the Chicago Area, a new application card has been devised which eliminates the need for an instruction sheet. This form is in the hands of the printers, and although we have not had any experience with it, we anticipate that it will simplify and make self-applications even more effective than they are now.

Should Parallel Placement Needs . . .

Job Specifications Prove Their Worth

By **HOWARD S. CARPENTER**

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For the past few years a polite battle has been going on between the Employment Service "long-hairs" (shown on the pay roll as technicians, analysts, etc.) and the "solid swingsters" (plain old-fashioned interviewers, employer relations representatives, etc.) both as to how Job Specifications ought to be prepared, and who ought to prepare them.

In some locations, the Job Specification technique has been zealously guarded as a mystery which only duly anointed technicians might practice. Some extremely competent pieces of work have been turned out under this doctrine, though often the resulting complete documents have been more useful to plant management than to local office personnel. These elaborate studies, covering many aspects of every job in the plant, have proved most valuable in setting wages, rearranging promotion and transfer lines, determining hiring requirements, discovering and eliminating hazards, and performing other personnel engineering functions. (Sometimes industry's appreciation to the local office for this service has taken the form of hiring the analyst away from the Employment Service!) On the other hand, many of these elaborate studies have not proved too useful in local office placement operations, except in those cases where a second operation, that of transcribing the essential placement information onto small cards, has taken place.

In other quarters, the Job Specification technique has been practiced for years by interviewers, employer relations respesentatives, and others, often without their being aware that they were doing so, because the term used has been "Master Orders." The idea of having available a really complete order form on each job for which recurring openings were received, so that needless re-questioning of employers could be avoided, was in use at least 15 years ago in some local offices. Sometimes these so-called "Master Orders" were filled out on the basis of the interviewer's accum-

ulated knowledge of the employer's needs, and sometimes as a result of a visit to the employer's establishment at which time the job in question was briefly observed.

Whether prepared by technicians or interviewers, however, Job Specifications have proved their worth in several aspects of local office operation. They have saved time in the actual order-taking, telephone conversations with employers after they have been prepared and installed. More important, however, is that they have made it possible to get more accurate information about the kinds of workers employers really want and need for each job. Placement personnel using Job Specifications, therefore, have been able to score a higher percentage of hits on their referrals, getting the ratio of referrals to placements closer and closer toward the ideal 1 to 1.

Like to Win New Accounts

At least one State agency feels that the most important aspect of its Job Specification program has been that of "cracking" employer accounts which have long resisted the blandishments of employer relations representatives, and its statistics on getting the "exclusive" placement business of large employers bears out its beliefs. For example, a Texas local office, in analyzing the business that it was getting from one of the city's largest employers, found that only 10 placements per month were being chalked up, along with many cancellations and a high ratio of referrals to placements. In talking to the firm's personnel director, it was found that the local office really knew very little about the various occupations found in a large mail order house, and that, in fact, even the company did not have any adequate job descriptions. It was learned also that approximately 80 percent to 90 percent of all hires by the firm were for beginner workers without previous experience in mail order house occupations. Arrangements were made for local office technicians to prepare short, concise job specifications on the 200-odd jobs *for which extensive hiring was expected*. (Jobs in which hiring seldom took place, or which were always filled as a result of promotion were excluded.)

Copies of the completed specifications were given to the firm's employment office, each operating department, and to each local office interviewer concerned with filling orders from the firm. As the establishment began to step up its hiring, it found that all it had to do to get employees who fitted into the jobs like fingers in a glove, was to call the local office, give the job title, department, and number of persons needed. As a result, out of 750 total openings, the local office filled 728 with only 22 cancellations (2.9 percent). Since 999 persons were referred to these 750 openings, the result was a ratio of 1.37 referrals to each placement. Even more important for the local office, however, was the favorable publicity which the employer gave the local office throughout the community.

Requires Discriminate Selection

On the other hand, many local offices which at one time enthusiastically espoused the Job Specification technique finally allowed it to die out because it did not seem to be economically worth while. Investigation has shown that in most instances this gradual abandonment was caused by the habit of preparing job specifications on *every job* in each plant studied (instead of only those jobs for which considerable outside hiring was done), or preparing job specifications for city governments and other organizations which cannot hire through the public employment service, or preparing lengthy job studies with detailed emphasis on each task (rather than on simply getting enough information for placement interviewers to select suitable workers). In other words, the preparation of Job Specifications became something which technicians did as an industrial service activity for the employer, rather than for local office placement needs.

A new section of the Bureau of Employment Security manual dealing with Job Specifications is currently in the process of release. It takes a definite stand for the short, simple type of Job Specification which is prepared for local office placement use. It defines a Job Specification as a continuing record of a specific job prepared by an Employment Service staff member on the basis of observation of the job, contaning those facts which are necessary to locate and select workers for it, and expressing agreement between the Employment Service and the employer as to the criteria to be used in selecting applicants and hiring workers. It defines a Master Order as simply a permanent order form containing information of a relatively unchanging nature about a given job in an employer's establishment, this information having been gleaned from previous actual orders. In other words, the difference between the two terms has been defined at last: the Job Specification requires observation of the job plus agreement between the local office and the employer as to selection and referral criteria, whereas the Master Order does not. Both are suggested as excellent placement techniques depending upon local office needs; both are to be used by the placement interviewer in the same way.

Who Should Prepare Them?

As to *who* should prepare Job Specifications, the new manual section leaves the matter wide open, only suggesting that they be prepared by personnel especially trained in their preparation. In some cases, where technicians are available, as in large metropolitan offices, State agencies will prefer to use them; in others, the interviewer or employer relations representative handling a particular employer account would be logical choices. The manual emphasizes that the specifications be prepared *only* to meet specific placement problems. Provision is made, however, for the use of the technique as a means of obtaining new placement business.

A one-day training program has been devised to

go with the new manual section. Since preparation of Job Specifications will be new to many interviewers, the training program has been slanted primarily toward them. This one-day course has been tried out in a medium-sized West Coast community with considerable success, an account of which will be published in an early issue of the REVIEW.

Time Invested Is Time Saved

Adoption of the Job Specification technique as outlined in the new manual section should prove profitable both to adninistrators and local office personnel. The experience of State agencies that have used Job Specifications extensively in the placement process is that they are a real economy. The time invested in preparing Specifications, while it may seem somewhat large at first, is saved many times over by shortened order-taking time, fewer selections and referrals necessary per opening, and less time wasted in handling orders foredoomed to cancellation. Against such initial investment costs, must also be entered the returns in terms of greater employer and applicant satisfaction. Experience has shown that it is possible for persons well trained in the Job Specification technique to prepare about four Specifications per day in a given establishment as a long-term average on all kinds of jobs and in all kinds of situations. It should be emphasized that preparation of Specifications is not a daily activity, but rather one which may occur for half a day, then stop for a week or more, start again for a day, etc., depending upon operating *needs* for Specifications.

In those States adopting the Job Specification technique outlined in the manual, technicians will have an opportunity of integrating themselves and their work directly into the placement process. Similarly, in those locations where employer relations representatives are called up occasionally to prepare a Job Specification, they will gain a new insight into the order-taking and selection problems faced daily by placement interviewers.

Interviewers working with the Job Specification technique will have the opportunity of meeting face to face with employers with whom they usually converse only via the telephone, thus establishing a personal relationship which can be of great benefit to the local office. Such broadening of their experience with industrial environments as a result of seeing jobs performed in a great variety of plants adds to the authority and confidence of interviewers, inevitably resulting in their giving the impression to both employers and applicants that here are persons who *know* what they are doing in the field of placement. The careful practice of the Job Specification technique can help interviewers greatly in their climb toward professional status.

Role of Increasing Importance . . .

Occupational Information in Placement

By EMANUEL L. KOHN

Placement Standards Branch

Bureau of Employment Security, Washington, D. C.

IN THE Employment Service it is almost axiomatic to say that "It requires a knowledge of jobs to do good placement." Our chief stock-in-trade has always been our personal and printed knowledge of jobs, together with the ability to use the information in day-to-day placement activities. Yet, in spite of the obvious need for current, up-to-date occupational information, there is very seldom any positive expression from the field concerning the role of occupational tools *inside* the local office, particularly in the improvement of the placement process—application-taking, order-taking, selection, and referral.

For some reason there seems to be a shyness on the part of staff members to give circulation to the way in which they are currently adapting occupational information to operating situations or to point out the manner in which these materials are being used to make for a better placement job. What interpretation should be placed on this lack of expression? Does it indicate that current materials are withstanding the test of time, and, if so, that more of the same should be produced? Or does it mean that some of our occupational tools are outmoded for today's placement process operations? Whatever the reason, it is clear that Employment Service personnel should be encouraged to express themselves on the usefulness of the various occupational tools in our present placement activities and to point out areas in which new or better tools should be provided. Such action is needed to provide the facts for future planning with respect to new materials and to give all parts of the Employment Service an opportunity to share new ideas on the use of available materials.

The history of Employment Service occupational information publications certainly suggests that their adaptation to daily use for placement purposes warrants constant discussion and illustration. It is the need for occupational information in the placement process which has provided the impetus and the inspiration for the many Bureau and State publications. There are approximately 500 USES occupational information publications which are currently available to local personnel in carrying out application-taking, order-taking, and order-filling activities. Added to this are the occupational materials developed by the various State Employment Services.

From the beginning we placed a great value on these publications. Since their first appearance they have been venerated as the "occupational tools of the Employment Service." Although much has been written in the last 10 to 15 years about employment service occupational tools, most of the articles emphasize the usefulness of such tools in counseling, industry services, employer relations, etc. Comparatively little attention has been recently devoted to stressing the utility of occupational tools in the main-line function of placement.

The first of the occupational publications, volume job descriptions, was begun during the mid-thirties for the benefit of placement personnel. At that time there were few interviewers equipped with varied occupational knowledge, and yet they were required to perform the task of adequately interviewing the cross-section of the population which deluged our offices during the depression. No DICTIONARY OF OCCUPATIONAL TITLES was then available to provide thumbnail sketches of occupations. For this reason, the early job descriptions were widely hailed and extensively used in placement operations.

Work Patterns and Attitudes Change

With the coming of the DICTIONARY OF OCCUPATIONAL TITLES, less frequent reference to the job descriptions during the application-taking and order-taking processes was necessary. Job descriptions came to be used as "background" training, particularly for newly inducted employees. Over a period of time a number of new tools began to make their appearance, such as pamphlet-type job descriptions, interviewing aids, occupational composition patterns, job families, occupational guides, and special aids for placing naval and military personnel. Many of the State services also began producing their own occupational tools to fit their particular operating systems or to cover occupations peculiarly important to their communities. The war years, with attendant labor shortages which resulted in frequent referrals without regard to careful matching of qualifications and job requirements, plus local office "streamlining" techniques, affected the use of occupational information publications—in fact, greatly changed the work patterns and attitudes of interviewers and managers. Perhaps in many instances these work patterns and attitudes have been carried over to the present.

It is time to take stock to determine the direction and goals of occupational materials for placement purposes. Staff participation at all levels, in thinking through the problem is essential. There are undoubtedly different points of view regarding the kind and amount of information which occupational tools should contain and how they should be used in placement. There are many questions which need to be answered. Are employers and applicants being given less than maximum service because occupational tools are not being properly used in placement? Are existing tools outmoded for daily use? Do many of the occupational materials have value as background information only, with little reference to them required for day-to-day operations?

It Takes a Bit of Doing, Too

If the occupational tools we now have available are adequate, then effective use of these materials should be relatively simple and not above the ability and understanding of the interviewer in the average local office, provided he will (1) decide exactly what are his needs for occupational information; (2) select the proper occupational tool or technique; (3) follow the proper procedure for its use, and use it for that purpose only; (4) be mindful of its limitations.

It must always be remembered that tools are only "aids" in doing a job, not substitutes for doing the job itself. Perhaps what is needed is a more careful working out of exact ways and means of using pertinent occupational materials in the various phases of the placement process, with necessary retraining of interviewers. Also, it may be desirable to set up supervisory standards which would require the completion of application cards, order forms, and the performance of selection activities in such a manner as would clearly reflect evidence of the use of occupational tools. There are undoubtedly numerous other suggestions and ideas which should be brought into the open and clarified on the basis of current local office experience. Interviewers and supervisors should be able to furnish dramatic examples of the ways in which occupational information, tools, and techniques can be improved in content and application for daily placement use.

The development of new and improved occupational tools for placement should be guided by the needs and experiences of local office personnel. While the opinions of such local office technical staff as counselors, job analysts, etc., must be considered in the development of occupational information materials, it is primarily the local office interviewer who can say whether such tools contain information which is helpful and workable in the placement process. Local office interviewers can best judge whether or not practical application-taking, order-taking, and selection assistance is provided by the tools. They should express their views on this subject.

Three views show interior of the Household and Industrial Office for Women.

Applicants line up at Reception Counter.

Interviewing applicants before referral to job openings.

Applicants await their turn in a well-lighted section of the office.

Placing Household Workers in the Nation's Capital

By MYRA C. CALLIS

Household and Industrial Office for Women
U. S. Employment Service for the District of Columbia

WASHINGTON, the Capital City, is unique not only in respect to its position as the center of Government for our country. The pattern of occupations of its residents is peculiarly the product of its governmental role. Our Congress and Federal Agencies serve the whole country, but by and large the non-governmental working population serves the great body of persons concentrated in Washington because it is the Capital. As might be expected, the activities of the United States Employment Service for the District of Columbia take on the configuration of this setting and the major part of its accomplishment is in the service field.

Washington is not a rich industrial city. The percentage of wealthy residents is small. However, the standard of living is relatively high and the cost-of-living index in line with it. Wives and mothers frequently are forced into the labor market to maintain these levels. As a consequence, substitutes are needed in the homes in the form of maids and day workers. To meet this demand, mainly in the homes of families of modest income, the Household Division of the Household and Industrial Office for Women is busy eight hours of every workday.

The present center for discharging this phase of community responsibility is very young. Established October 1948, the new organization was entrusted with two major tasks: (1) improving and expanding the Industrial Division and (2) promoting a Household Division of high quality and reliability. Although this article will deal mainly with employment practices as they apply to the placement of household workers, many of the experiences described have been successful in gaining our objectives in the industrial field.

With an "eye to business" the office was located in a dignified business section, only two blocks from the White House. Since the end of the War, the Household Section had striven to regain its prewar stability in an office that teems with heterogeneous appli-

cants. More often than not, they were recruited from former war occupations. The new location of the office, several miles from the old one, has in itself been a help in improving selectivity in referrals.

Another advantage of the new situation is its nearness to old Georgetown, Chevy Chase, Bethesda, and other preferred residential sections of the city. This proximity to the homes and to traffic arteries of potential employers stimulates new employer orders and attracts new and experienced applicants.

Atmosphere Counts

The quiet atmosphere, both within and without the office, is an added inducement to visits by desirable applicants and to good work by the staff. There is a homey touch in the office lay-out. The room itself is large enough to accommodate the load but small enough to insure privacy of discussion. It is well lighted by rows of windows on two sides. The sun shines in one side or the other all day long. A soft green rug, covering the floor in the interviewers' space, softens the harshness of the office and cushions footsteps. A mantel at one end of the large room is adorned with healthy growing plants. Current magazines with their bright colors are conveniently placed for the use of waiting applicants. A bulletin board offers helpful job hints to the applicants.

These physical features have a noticeable influence on applicant attitudes, behavior and attire. Interviewers talk with applicants free of the competition of loud conversation by other applicants. Magazine-reading among the applicants is the rule rather than the exception. Patience in waiting one's turn is in marked contrast to attitudes of applicants in less favorable office surroundings.

The change in location and the establishment of a small office for household service favored experimentation and change in procedures. Because of a shortage of clerical staff, in the first days of operation, the office was forced to experiment without a cross-file index of applicants. Presto! It worked, thereby saving time required to type master file strips and maintain the file. More than that, applicants are more careful to keep identification cards, to bring them to the office on visits, to remember classifications. In short, a timesaver for the office became an educative process for the applicant. Monitors for self-applications were dispensed with. To the simple instruction sheet and application card provided the applicant, the receptionist adds careful oral instructions based on experience of interviewers completing the applications.

A great deal of time is saved the interviewing staff by thorough training of receptionists in the purpose and scope of functions and procedures of office and interoffice activity. Directories of other agencies are maintained at the reception counter. The office fulfills its function as a community center by providing labor market information at the initial point of contact if the applicant may be saved waiting time or

Bulletin board at entrance to Household and Industrial Office.

may be directed more quickly toward an employment goal by this method. The office can better serve the community in this way than by accumulating idle application cards. The system of filing inactive cards in tandem behind active cards as recommended by the manual has proved to be another economy for clerical staff.

The office lay-out, the rendering of effective services by clerical staff are but the framework for the placement process in a city in which domestic help constitutes a very significant percentage of the labor force. Here is a group of employees emerging largely from war experiences, with new concepts of hours and wages, yes—and dignity of employment. They are to be placed in homes, unstandardized workshops. The process requires of the placement interviewer a high degree of adaptability, puts a high premium on initiative and common sense, and demands a large amount of stability of temperament and a dash of womanly intuition. Intangible factors are predominant in the selection of a maid. Assessment of temperament of employer and applicant is paramount. The job of a household placement interviewer can be a daring and adventurous occupation but it is no easy job. She needs all the props the

well-worked-out techniques of the USES can provide.

The office has never failed to make the most of standard techniques of the Employment Service. The scientific approach can be applied as well in the employment office as in the laboratory. Adequate applications and detailed orders are emphasized. Here, too, short cuts are encouraged. An applicant, obviously referable to a current opening, may be referred with only sufficient work history to justify referral, whereas a doubtful risk needs a complete record before leaving the office.

References are an indispensable tool for the household interviewer. Experience has shown that a good candidate for a household opening usually walks out of the office, on her first visit, with a referral card in her hand. Nonetheless, reference forms are sent to employers of all applicants for whom there is verifiable work history. For applicants already suitably placed, the returned forms serve to validate the interviewer's appraisal. In a few cases, references serve to show that the interviewer missed a good bet. In all instances, the reference furnishes the most objective data by which to measure the applicant's skill and character.

The economy of establishing each interviewer as a full functioning unit has been exploited and has yielded dividends. Each interviewer keeps in touch with the employer group through order-taking and maintains intimate knowledge of applicants by completing applications and making referrals. Scarcely an order is received that may not lapse or may not be cancelled unless it is filled within 24 hours. An applicant must be referred on her initial visit or her chances of placement are reduced. Obviously, it saves time if the interviewer completing the application, refers the applicant.

A degree of specialization is maintained among the interviewers. Orders are segregated into three groups: (1) dayworkers, (2) full-time general maids, and (3) other household occupations. One or more interviewers is assigned to each of these groups, depending on the volume of orders in the group.

Employment Service interviewers, fortunate enough to have worked in the challenging area of household employment, know that "life is no bed of roses." The placement of household employees involves services to a group of applicants who occupy a low occupational status and to housewives who are generally inexperienced employers. Moreover, the place of employment being the home, with all its emotional connotations, the psychological relationship between housewife and maid is not easy. This uneasiness is reflected in the household placement process. In the office, the applicant is the symbol of that situation.

Many Angles to Household Placement

The procession of applicants is chiefly made up of the average run-of-the-mill maids but the office also has its problem children. The staff goes into high gear to place the highly equipped and specialized house worker. For the host of former household employees who during the war and since were employed by the Government as clerks or service workers, every effort is made to return them to a better job in the home than they formerly held. The migrant, seeking to better her economic and social status gets more than her share of office time and attention. Women parolees, juvenile delinquents, and others with employment handicaps are counseled and assisted in finding employment.

Present operations in the Household and Industrial Office for Women, simply set the stage for the future. Working, within the office, to improve techniques is the first order of business. Training Centers for household workers, better standards of work for the applicants, development of personality and aptitude tests for household employees are in the stars for the development of a Household Placement Service second to no other activity in the USES.

Handling Heavy Applicant Loads

(*Continued from page 15*)

A few other simple modifications in procedure also helped. Among these is the discretionary power of the supervisors to defer taking a claimant's application for a period of 5 weeks, with an extension possible in cases of temporary lay-offs and expected recall. This provision eliminates a great number of unnecessary cards which are of little value for referral purposes. Along the same line was a change in the reactivation of the work application. When there is no change in occupation, the application is renewed by merely date stamping, provided the last date is within a 12-month period. The applicant is routed to the Application Unit only if a significant change in occupation has occurred within the year or if the card has been inactive over a year.

This project of improving operations in order to give better, faster service is by no means at an end. Good public relations demand adequate service. People generally do not like to wait around a local office. Moreover, waiting space in most local offices is limited. In the case of a heavy load, the smoothest running organization is helpless unless methods of operations are geared up to take care of such eventualities. Staffs can work under heavy pressure for just so long. Overtime may be used for short durations, but very soon loses its value. The real answer lies in the ability of supervision to stop waste motion and non-essential work. We have made some progress and we hope to continue. One pleasant fact is the realization that heavy loads of applicants have forced us to adopt measures that make the handling of normal loads a much simpler task.

Does Maintenance of the Cross-Index File Pay? **"Yes!"**

Cross-Index File Betters Service to Applicants

By GEORGE TILDEN

Supervisor, Missouri Division of Employment Security, St. Louis, Mo.

EXPERIENCE gained through many years of local office operation has proved to our satisfaction that the maintenance of the cross-index file really does pay.

While the uses of this file are many, we would like, in this discussion, to deal only with the three primary ways in which we feel the cross-index file pays off. These are: (1) better service to applicants; (2) better service to employers; (3) better service to the community.

Before entering into a discussion on these three phases, let us take a look at the information that appears on our cross-index cards. There we find the following data: name of applicant, Social Security number, occupational title and code, disability code, veteran status—preferential treatment guide.

How can such information render better service to applicants, employers, and the community? We will consider these phases separately.

Better Service to Applicants.—When discussing placement activities, much has been said about good employer relations and we agree that such relations are highly essential to good placement work. On the other hand, good applicant relations are equally important if our placement work is going to be as good as it should be.

After all, we can't make placements without applicants, and the better qualified those applicants are, the better are our chances of performing an adequate placement service. At the same time it is our experience that the better qualified the applicants are, the shorter is their patience with poor service.

Remember, many applicants seeking work do not *have* to come to our offices; they come because they are of the opinion that we may be able to assist them. Let us show them just once, through slipshod methods, that we are not operating our business

Ready reference to the flexoline cross-index enables receptionists to effectively handle heavy applicant loads.

on a business-like basis and the good applicants will walk out, never to return.

Without wanting to be too allegorical, let us try to grasp what inconveniences we would be put to were we to enter our public library to find that an index to books was not maintained. Sure, the one volume we wanted could be found—after a time—but we would certainly be justified in expressing our opinion of such a method.

Or suppose we enter a large office building and find that a directory is not maintained, and that the elevator starter and elevator operators have no exact information as to where a certain office is located.

By the same token suppose an applicant has lost his identification card or has not brought it with him to the office. Sure, we can get his name, and the type of work he says he's been doing, and through that information we can find his registration card—we hope. But suppose we can't find it. Then we simply say to Mr. Applicant, "I'm sorry, but we seem to have lost your application. Would you mind being interviewed again?"

Let your imagination go still further and suppose that this applicant had been counseled—perhaps tested. Yes, let him have an invisible handicap that we have to dig up once more. All that to go through again!

Would you, as an applicant, like that to happen? Would you submit graciously to all the questions again? And what would be your opinion of an office that "just couldn't find your application" when you had been depending, in part at least, on that office finding employment for you? It isn't likely, is it, that you would commend such a place of business to your friends?

Another example might be on a call-in for a job referral. The applicant, let us say, comes to our office in response to a telephone call. Without his identification card and without a cross-index file, he may hang around the office for hours waiting for us to determine who had called him. Sure, he should have brought his identification card. And most certainly he should have remembered the name of the individual who called him, but he doesn't, so his failure to do those things coupled with our inefficient manner of doing business without a cross-index, really bogs him down.

A further point in bettering service to applicants through a cross-index file would be the case of the applicant who calls us on the telephone and says, "My name is John Smith. I live at 1111 Eleventh Street. I've got a job now so you can disregard my application in your office. Bye."

Now that's swell of John and we appreciate his thoughtfulness. But if we didn't have a cross-index card on him, just how would we go about locating his application. And if we don't find it and remove it from the active file, what is John going to say next week when we call him to say we have a job for him? Well, what would you say?

Special service to veterans should start at the reception desk, yet a veteran without his identification card is not recognized as such at the counter where a cross-index file is not maintained.

Two or more receptionists can use the flexoline cross-index file simultaneously for different purposes. Here the receptionist on the left is receiving a request by telephone from an interviewer for cross-reference information contained in the flexoline file. At the same time, the receptionist on the right is routing an applicant which the flexoline file indicated is not registered.

We realize that there are those who maintain that the number of applicants who come to the office without their identification cards is small compared to the number of applicants registered who do have their cards. Granted, but it does happen daily in a large office and just one disappointed or disgruntled applicant a day is one too many from a good public relations standpoint. We can't afford it.

Better Service to Employers.—The limit on wordage compels us to confine our remarks on this phase to a couple of short ones.

First there's the employer who asks our help in calling back some of his former workers. He gives us their names but without a cross-index in our office where would we be?

Second, how about the employer who didn't hire Henry Blank at the time we referred him 3 weeks ago, but wants him now. Poor Henry is liable to lose out without a cross-index file.

Better Service to the Community.—Community participation means, in part, that the local office stands ready to supply information about the labor supply, its occupational break-down, veteran status, etc. From the cross-index file we can gather such information in a fraction of the time it would take to get it from the application files.

In conclusion, it seems likely that we can agree that the cross-index file provides a perpetual inventory of the applicants we have available, and where detailed information on each of those applicants can be found.

If this file assists us in any way to better our service to applicants, employers, and the community at large, then certainly its maintenance is well worth while.

Does Maintenance of the Cross-Index File Pay? **"No!"**

Cross-Reference Activity Excessively Time-Consuming

By FREDERICK M. MITCHELL

Chief of Placement, Michigan State Employment Service

With us, it was originally a matter of simple mathematics. Our surveys clearly indicated that it was cheaper, quicker, and easier for us to operate without the cross-index file, even if it was occasionally necessary to re-register applicants who had "lost" their Identification Cards.

The first inkling that the value of, and need for, a cross-reference activity could well be questioned came from one of our branch offices. Way back in July 1946, Mr. Walter O. Hammer, at that time manager of our large Detroit East Side Office, wrote a memorandum to the State Office pointing out that on the basis of more or less informal surveys conducted in his office "the need for the flexoline strip (Michigan's cross-index method) is not justified in relation to the staff time used in typing and filing flexoline strips."

Acting on this tip-off, other offices were polled as to their reactions to eliminating the cross-reference activity. Due to the subjective nature of this particular "survey" (if one could call it that), the response was predominantly in favor of retaining the flexoline file. So the whole idea was quietly tabled for a while—but the germ of the idea was apparently planted in fertile ground and eventually other inquiries regarding this matter became more and more frequent—so much so that about a year and a half ago, we decided to have another go at it. Of course, the individual who prepares cross-reference slips does not take registrations.

This time, however, the survey was made on a truly objective basis. All phases of the activity were carefully timed, results were meticulously recorded and tabulated—no "opinions" were accepted. The results were overwhelmingly conclusive in favor of eliminating the cross-reference operation.

Although the unit times varied slightly from office to office (depending on the facility of the various persons handling the operation), the following tabulation from one of our branch offices gives a typical computation of the amount of time consumed in preparing and maintaining flexoline cross-reference slips for 100 registrations:

Sorting 511's alphabetically and removing secondary cards	12 min.
Typing of flex strips	48 min.
Interfiling flex strips	1 hour 10 min.
Resorting 511 cards by Occupational Code	20 min.
Pulling of flex strips after file purge (including sorts)	1 hour
Total	3 hours 30 min.

Assuming an average of 20 minutes per registration this means that an office could completely register 11 applicants in the time consumed in preparing flexoline (cross-reference) slips for 100 registrations.

A legitimate need for a cross-reference card exists only when an applicant has actually lost his identification card. There is no information provided by a cross-reference card that simple questioning and a properly prepared identification card cannot provide as well, or better. The incidence of genuinely lost cards (which require re-registration and possible duplication) actually is very small, percentage-wise. For example, one office reported only 2 lost identification cards in 1,932 reception contacts. Obviously in this case, it would be much better to spend 40 minutes or so registering these 2 cases than to prepare 1,932 cross-references with a time cost (and loss) of some 70 hours. Naturally, not all offices show such a small percentage of lost cards as the one just mentioned but in no case was the number of lost cards of such volume that it would even begin to justify the necessity for maintaining a cross-reference activity. Sure, we have uncovered instances of duplicate registrations resulting from the elimination of a cross-reference file—but, So what?

Most important requirement for making this type of operation work effectively is that of educating your applicant to always bring his "ident" cards with him when he comes to the office. (It is indeed surprising how many "lost" ident cards are "found" when the applicant realizes that he will not be given service without it.) We have not hesitated, on occasion, to require the applicant to return to, or call his home, in order to provide us with enough information to locate his application card. In Michigan, we have two other devices which tend to reduce the possibility of unnecessarily re-registering an applicant in the event he does not have his identification with him. If he is a claimant, his benefit ledger card carries his occupational code number which provides us with a direct lead to the location of his application. In Michigan also, our inactive application cards are filed alphabetically, which makes it a simple matter to locate his card if it is in inactive status.

As we have indicated earlier in this article, our original approach to this problem was that of trying to save time. Probably of even greater importance than time-saving were other benefits which became apparent later. What these other benefits are can best be described by quoting from a report prepared by Charles Nestor, Manager of Detroit Branch Office No. 02. (Incidentally, Mr. Nestor was among those who were originally opposed to the elimination of the cross-index file.) We quote:

"We now believe the flexoline should be discontinued. We discovered that there are too many inadequacies existing in this office, with respect to maintaining of

(Continued on page 36)

What Can We Do About Them?

Employers' Unrealistic Hiring Specifications

UNREALISTIC specifications in job orders—those requirements over, above, and beyond the ability and experience needed in a job—can present a pretty vexatious problem to the local employment office. However qualified a registrant may be for a particular job, an employer may find him unacceptable for reasons having no relation to his ability to do the work. The first step for the local office is to try to discover how deeply rooted this tendency is that impels an employer to overstate his specifications. Can it be uprooted? The employer can often be shown that he does not benefit himself by asking for more than the job actually requires. An under-employed person doesn't remain in an under-employed job for long. He may take a job as a temporary expedient but will move on as soon as a better opportunity opens up. Thus the employer has a problem of turn-over. The right person for a job is apt to stay on the job, and the right person may lack several non-essentials which at first glance seemed essential to the employer.

Several localities whose experience is related in the articles which follow believe that employers will remove unrealistic specifications when the local offices can demonstrate that such requirements often do not result in getting the best worker for the job. One local office has worked out a 10-point pattern by which it seeks to overcome the employer's practice of setting unrealistic job specifications.

We Seek Out Basic Causes

By **FRED B. SCHERFF**

Manager, Ohio State Employment Service, Marion, Ohio

WHAT can we do to get employers to remove unrealistic specifications from orders? The number of times this question is asked by Employment Service representatives fluctuates as the supply of workers increases or declines, and the solution to the problem increases in importance as the supply of workers diminishes. During periods when the supply of workers exceeds the demands of employers in the area, it has been found that employers tighten their specifications. This is done sometimes to the point where the employer's specifications are very unreasonable. He files these very definite specifications with the Employment Service with the thought in mind of getting the highest qualified worker in the community and thereby attaining the efficacy in his establishment that he desires. He does not realize, however, that when his specifications are tightened to the degree that they are unrealistic, the workers he hires to meet these specifications very often contribute to increased turnover and higher operating costs.

Fred B. Scherff.

Before we, as representatives of the Employment Service, have any right to ask the employer to reduce his specifications, we must first ask ourselves what specifications can be considered unrealistic. In our opinion, any specifications which the employer gives us which have nothing to do with the worker's ability to perform the employer's assignments in an efficient manner can be considered unrealistic. Examples of

unrealistic or unreasonable employer specifications may include: requirement of college degrees for clerical jobs, two years training in draftsmanship to be a carpenter helper, journeymen machinists for lathe operating jobs, etc.

Let us take for example the employer who demands that all clerical workers referred to him must have a college degree. The duties of the position are of a simple clerical nature which one without a college education could perform as well as anyone with a higher education. The remuneration of the position is applicable to that of similar positions in the area, but below that expected by a college graduate. There is a surplus of workers in the area and the employer feels that he can set his standards very high for the person to fill his vacancy.

The employer many times does not realize that in the majority of cases the hiring of workers over-qualified for a position contributes to greater turn-over. The college graduate, except in rare instances, will not accept a position far below the level of skill or professional category for which he has prepared himself through college education unless personal financial or general economic conditions compel him to accept anything he can obtain. When he does accept a position on these conditions, he remains in that position only until he is able to find a position near the level for which he has prepared himself. He is not usually interested in the position which he temporarily accepted—is constantly looking for a better position and not attempting to excel in the lower-skilled job. This is especially true when he knows that there is no opportunity for advancement.

Hiring of over-qualified workers results in reduced production volume from lost man-hours in turn-over, increase in unemployment compensation contributions, increase in operating cost in overhead due to low production, increase in cost of training, increase in extra labor cost, increase in cost of vacancy and low production period during vacancy and training, loss of material in spoilage by new employee, increased employment office expense, increased medical examination expense, increased advertising espense for employees, and increased cost of induction and pay roll supplies.

We have carefully considered our problem and how unrealistic specifications for jobs set by employers affect the employer himself. Now you may ask, "Why is the Employment Service concerned about these unreasonable demands?" If there are many unemployed workers, you may even ask the second question, "If we have all types of workers available, why don't we just refer the type worker who meets the unreasonable specifications of the employer and let him worry about the results?"

Anyone who asks these questions has forgotten the goal of the Employment Service—to place every worker seeking employment through the assistance of the Employment Service in the job for which he is best qualified, and *assist* and *advise* employers in their employment problems.

Because of this aim of the Employment Service, we must attempt to find a solution to the problem—"What can we do to remove unrealistic specifications from orders?"

The answer sounds simple—we must only *convince* the employer that the specifications are unreasonable and then he will change them, but when we recall some of our definite-minded, unchangeable employers the task seems difficult. Why should it be—have you ever seen an individual who was not willing to cooperate when he was convinced that something was to his advantage? The key word to the solution then is—*convince.*

We consider ourselves professional industrial service technicians—when *employers* consider us professional industrial and employment problem advisers, the problem is solved.

Why shouldn't we be professional personnel and industrial advisers—our entire employed time is devoted to working with job seekers, discussing their employment problems, talking with employers, discussing employers' problems, and constantly attempting to improve our methods along these lines.

Our Central Office Personnel Training Department has given us excellent opportunities to increase our knowledge of employment techniques to fit us for these professional positions. Our Occupational Analysis Division has given us valuable tools with which to attain this rating—occupational dictionaries, job specifications, interviewing aids, job families, counseling tools, etc. All we must do is apply ourselves and take advantage of our opportunities. Many years of experience and hard work are necessary to attain this reputation with employers of being professional employment advisers. This is why our Employer Service Representatives are usually employees who have had the most experience in the Employment Service and have had considerable experience working with employers.

When we attain the professional reputation with employers of being employment advisers and when our Employment Service offices are regarded in their respective communities as the place to go to get assistance in solving employment or industrial problems, then the task is simple—all we need to do in the words of one of our Employment Service slogans is "Tell them why." They certainly will listen to an *Industrial Technician in whom they have confidence.*

For example, we had an order from an employer for four stencil cutters who must be over 21 years of age. We had stencil cutters in our employment file, but only one was over 21 years of age. We contacted the employer with the thought in mind of attempting to reduce the minimum age the employer had given us. In doing this, we asked the employer if there was any reason why the workers had to be over 21. He said they had to be over 21 because they would work much of the time without supervision and for that reason they wanted older workers. We suggested that they hire the one girl over 21 and place her over the younger girls. The employer stated he had not thought of that, and believed it would be a profitable

idea because, as the Employment Service Representative had convinced him, the younger girls would be faster than older workers, and would not tire of the routine work as easily as older workers. The employer was convinced by an industrial technician of the Employment Service who told him "why" he should change his specifications and why it was to his advantage.

Another employer contacted us and placed an order for machinists who could set up their own work and read blueprints. When we analyzed the job, we learned that the workers would be merely machine-operators. We had plenty of machine-operators on file, but they could not set up their own work. We discussed the situation with the employer, and the lowering of wage costs by hiring machine-operators rather than machinists and hiring one set-up man. The employer was convinced that it would be wise to do this and he changed his specifications.

These are only a few of many examples of employers having changed their unrealistic specifications as a result of an employer visit by an Employment Service Representative who was qualified to make the visit. In summarizing, all we need to do is to take advantage of our opportunities to *attain the reputation with our employers of being truly industrial technicians*, and then show him *why* it is to his advantage to change his specifications. The result—a prosperous employer with qualified, efficient workers, and happy employees working in the jobs for which they are best fitted.

A 10-Point Approach Pattern

By GEORGE TOLL

Manager, Department of Employment, Long Beach, Calif.

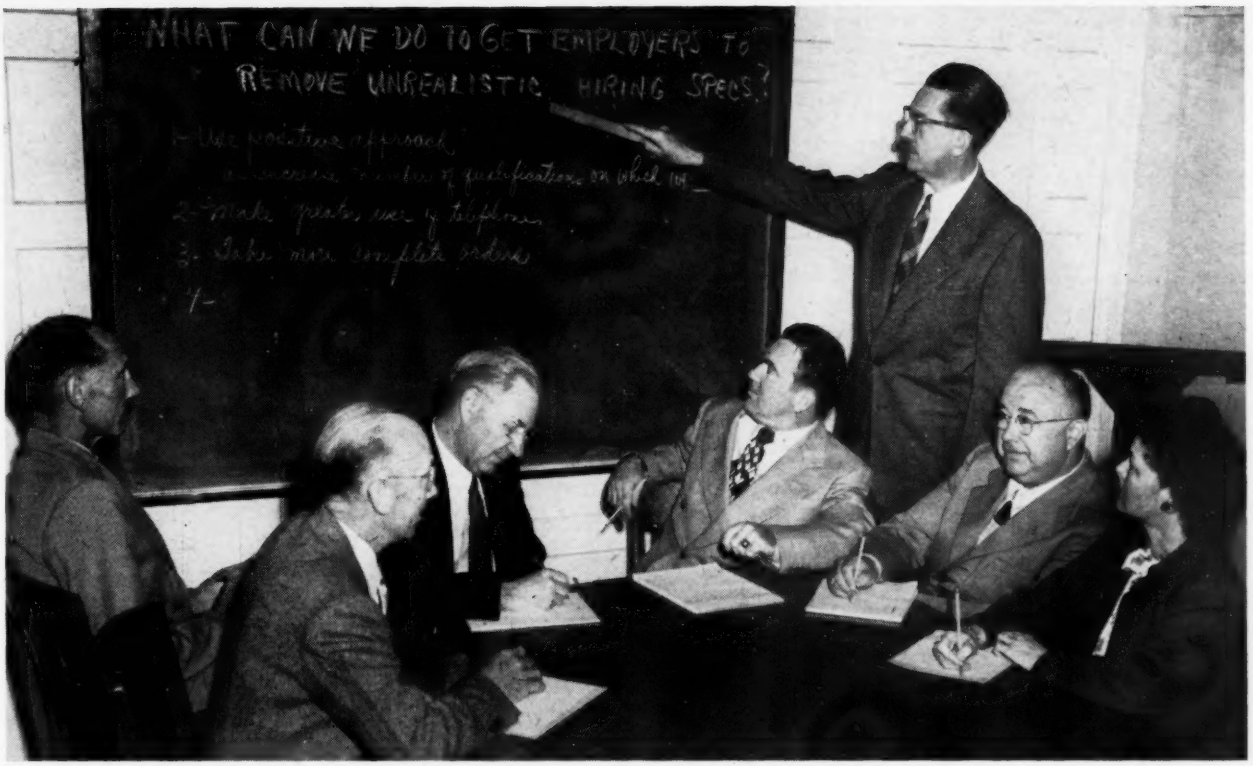
"UNDER 35, white, single, attractive, alert, intelligent, not over 5'2", and capable of taking dictation at 150 words per minute and typing 50–60!" Aren't these the usual specifications on your orders for stenographers? How many applicants in your files meet these specifications and how many referrals are actually made which would meet all of your employer's requirements for a stenographer? We believe the number is very small. Don't we all spend quite a bit of time and use quite a few tricks of the trade to get employers to remove unreasonable requirements on orders? How often have we analyzed our procedure in this regard and what has been done about adopting a formula for handling the problem?

There seem to be three types of hiring specifications: those imposed by the employer, the applicant and the interviewer. Employers as a rule feel that because of the large labor supply, they can get all the help they want in the age group 25–35. Applicants with wartime skills, and the new generation who did not work during the difficult years prior to the war, often confine their job selection to special occupations and to wages out of line with their job skills. Interviewers just as often automatically set up restrictions, perhaps assuming that because an employer has never hired a non-white, he never will or that because all of his previous orders called for men under 40 years of age he could not be convinced that anyone else would make a satisfactory employee. All three of these conditions tend to make placement more difficult for the older worker, the non-white, the handicapped, and other special groups.

In an attempt to find a solution to this problem by the conference method, our placement interviewers agreed on some basic causes in addition to those just given and some related problems which tie in closely to the topic to be discussed. It was found that, on checking cancelled orders, applicants were frequently hired at the gate who did not even come close to meeting the specifications on the order; in fact, it has frequently been found that employers give maximum specifications to the public employment service but hire from lesser specifications using other sources.

Interviewers are often reluctant about calling an employer on the telephone, whereas employers whom we have met personally at service club meetings or social events tell us that they appreciate an occasional telephone call from the office regarding an order or just a conversational call now and then. We have observed interviewers working through their rest periods and taking part of their lunch time to fill an urgent order with extremely high specifications when a little sales talk over the telephone might easily have resulted in a quick referral of an applicant.

Long ago our local Labor-Management Employment Advisory Committee, in making suggestions for improvement of the Service, recommended unanimously an expanded firm-visiting program and agreed that where this was not possible, telephone calls to the employers would bring almost the same results. Employers have told us time after time that they would rather discuss an applicant's qualifications over the telephone than take time from their work to talk with an unqualified applicant. They agree also that they appreciate a call regarding an applicant with special skills. In such a discussion with the employer, it is often possible to place an applicant who does not meet all of the specifications but who has some special skill which would offset the lack of certain other qualifications on the order. Some members of the conference suggested that it might be necessary to give more attention to the qualifications which could be met rather than the restrictions on the order, to think



George Toll, manager, confers with Placement Officers to determine what can be done about unrealistic hiring specifications.

in positive rather than negative terms. This ties in closely with the statement made at the beginning that we sell the applicant on the basis of his abilities.

Upon reviewing a group of orders covering one month and over 1,000 jobs, it was concluded that if the orders were properly taken, many of the so-called restrictions would disappear. The form itself is satisfactory. It is evident that, if all of the blank spaces on the order form are completed, we would usually have a good order, one on which any interviewer could work and which would give the interviewer a basis for discussing with an employer the removal of certain restrictions. For example, if the employer states that the age limit is 45, the interviewer can often stretch this to 50 by asking if the employer would hire an unusually good applicant over 45 years of age but with other skills. The same is true of almost all other restrictions. It seems correct to say that we frequently spend 2 minutes taking an order and 2 days to fill it, whereas, if we took 10 minutes to take a really complete and satisfactory order, it might be filled in a matter of minutes or a few hours at most. Techinques of order taking need constant review and attention and good order taking will automatically remove many unreasonable hiring restrictions.

After consideration of the causes relating to unusual and difficult employer hiring specifications our Conference reached the following conclusions:

1. The office must use the positive approach to an order, attempting to increase the number of qualifications on which we *can* refer and to reduce the number on which we *cannot* refer.

2. Make greater use of the telephone in checking with employers before referral of workers.

3. Take complete orders. Spend a little more time in writing up the order and in securing all of the information needed.

4. Attempt to correct interviewing habits by which restrictions are automatically placed on orders.

5. Develop a long-range program through publicity to correct the employers' unreasonable hiring restrictions.

6. Take advantage of public relations, publicity, and contacts with organizations which have as their objective the removal of unreasonable hiring restrictions.

7. Make sure that interviewers have a good working knowledge of the material in the application file and of the local labor market and that they are properly trained in order-taking techniques.

8. Keep employers informed on the advantage of hiring employees referred by the Service since the hiring may affect the employer's experience rating.

9. Take advantage of job analysis techniques and assist employers in analyzing the jobs in their own organization so that the employer has a better understanding of the qualifications for each job.

10. Keep employers informed, through labor market information, regarding the status of the labor

market so that they will get a realistic picture of the make-up of the labor force and of the labor supply and demand.

The office is now engaged in carrying out these recommendations, and we find that the problem tests the skill of placement interviewers and is a challenge to the public relations program of the office. The application of techniques learned during the campaigns to place the veteran, the handicapped, the parolee, the over-age worker, youth, and other special groups has proved helpful in selling employers on the removal of unreasonable hiring specifications.

We Work Through an Advisory Committee

By TULIO N. ZENO

Assistant Director, Veterans Employment Service, Puerto Rico

FOLLOWING the dispositions of the Servicemen's Readjustment Act of 1944, an employment service exclusively for veterans was established in Puerto Rico and the Virgin Islands under the United States Employment Service. Since the approval of this Act, the Veterans Employment Service has been operating in this Territory.

There is no doubt that here in Puerto Rico, as in any other country, the success of any business organization depends on the caliber and capacity of its employees. This is a well-known fact, and the ability, good judgment and realistic requirements of the employer are of the utmost importance when it comes to the selection of personnel, taking into consideration, of course, the conditions existing in the labor market, such as shortage of workers, surplus of workers, labor unions, and in general the economic situation.

What I am going to express now is my own personal opinion, based on four years of observation and contact with the Employment Service, my relationship with employers all over the Island, and tips given to me by some of our managers, placement officers, and through personal discussions with some employers.

There is a remarkable tendency on the part of the majority of the employers to place extremely unrealistic specifications on their orders for employees, such as race, color, language, and even family background. This happens only in the case of private enterprises and not in the case of governmental establishments. However, one of the most serious handicaps encountered in placing veterans is the adverse attitude some employers have developed toward veterans.

Now, let us discuss what we are doing to persuade employers to remove these unrealistic specifications from their orders, and at the same time to bring them to a realization that veterans are good employees and, as a whole, constitute the cream of our labor force. In other words, we focus on a fair-minded attitude.

In the first place, we organized Advisory Committees in the different communities of the Island. These committees have been of great help to us in "selling" the skills and capabilities of the veterans by assisting us to educate the employers in the types of information needed for proper selection of workers; to wit, information about the job to be filled, kind of work to be performed, the skills and knowledge needed, the physical requirements of the job, and information about the applicant on the basis of which his ability to do a specific job can be determined.

The Veterans Employment Representative, his assistants, and members of the different local United States Employment Service offices have been holding open forums at the Rotary Clubs, Lions Clubs, American Legion Posts, Organized Reserves Association, and other governmental and civic organizations to acquaint employers with our service. We have stressed the advantages of realistic specifications and requirements in all employer orders.

Another activity that has proved to be of help is a catalog prepared by the local offices and sent periodically to the employers. In this catalog the most common occupations of our labor market are listed, showing the qualifications required in each of them.

The local offices are at the present time promulgating and developing a program to have employers visit our offices. During these visits we emphasize the practical benefits derived from a sound written order without unrealistic specifications.

The radio programs of our local offices frequently stress employer information—hints on how to fill out orders, leaving out all unrealistic specifications. We also emphasize the point that a worker's qualifications need not exceed the requirements of the job. It is skill, knowledge, and ability that count, not race, creed, or family background.

The Veterans Employment Representative and his staff have been visiting employers and taking the applicants along in an effort to match employment requirements with the skill, knowledge, and ability of veterans.

Again I say that it is a matter of educating the employer. We are most hopeful that in the near future the great majority of them will leave unrealistic requirements out of their orders, thus facilitating and increasing the placement of our ex-servicemen for the benefit of both the employer and the community.

William B. Mills, local office manager, explains to employer representatives, Phil Hull, General Superintendent, Parker Pen Company, and Harry Knipp, center, President, Chamber of Commerce, the usefulness of an aptitude test in the selection of workers.

We Sell By Facts and Testing

By WILLIAM B. MILLS

Manager, Wisconsin State Employment Service, Janesville, Wis.

He must be strong . . . She must be tall
If over 40, can't use at all
Must be experienced . . . Want somebody good
There's plenty of people, so we understood.

THUS do the specifications and restrictions increase as orders for workers come in from employers. How do they come about? News releases depicting high levels of unemployment fail to point out that such conditions are spotty throughout the Nation and are not representative of general conditions in the country. The publicity gives local employers the erroneous impression that a surplus of workers exists, with the result that they tighten up their specifications for workers they will hire.

Janesville, Wisconsin, has been experiencing the highest levels of employment in its history and although unemployment has also risen, it still remains far from a surplus labor market. Under these conditions, the local employment service is confronted with the problem of convincing many employers that to enable us to fill orders it is necessary that their hiring specifications be more realistic and keyed to the socio-economic trends that presently prevail. Race, creed, and color do not contribute to the difficulties since the number of colored and foreign population in the community is small and there is a traditionally broad-minded attitude toward religion.

However, age and physical specifications, experience required, and, in some cases, a tendency to lower wage rates has developed with employers feeling that they have a greater selection in available applicants.

Stenographers and clerical workers, long in the shortage category, were among the classifications first to feel the impact. Employers, who previously were willing to hire almost anyone qualified to do the work, have tightened standards and now accept only experienced girls, single preferred, and in the younger-age brackets. The Employment Service testing program is a valuable tool to offset this condition, because it can be used to convince employers that well trained, proficient operators with high scholastic records are available and are capable of readily absorbing on-the-job training in their particular field of work. The result was that after only a few weeks, and when it was demonstrated that the only supply of workers available were the recent high school graduates, employers were satisfied to accept them.

Employers of factory workers also began specifying, even in their unskilled openings, that some factory experience was required. To offset this, the employment service testing program was again applied. Complete GENERAL APTITUDE TEST BATTERY tests were administered, an analysis was made of each

individual application card to check physical capacities, hobbies and leisure time activities were checked, as well as school records. Equipped with this information it was possible to persuade employers that stable, healthy boys and girls capable of participating in athletics in high school or other strenuous activities, and who showed aptitude and interest in performing repetitive, routine work, would be the equal of employees who had factory experience, when no skill was required.

Age restrictions are one of the most prevalent, as well as one of the most unrealistic, specifications that employers are including on their orders for all types of workers. It is necessary for the Employer Relations Representative in his personal visits to employers and for the order-control interviewer in taking orders over the telephone to continually counteract these requirements. On some orders it is a matter of not wanting to hire the very young workers, and on others a maximum age limit is set that is entirely out of proportion to the job to be filled. To meet this problem, a very thorough knowledge of the supply of available workers is necessary. New applications are reviewed daily by the interviewer in charge of order control. In addition, each month the active file count is broken down by broad occupational classifications, entry codes, sex, age brackets, marital status, veteran status, and handicapped. This condensed summary table is a quick and effective means of giving the employer and the Employment Service a bird's-eye view of the local labor supply.

How do employers react to such a presentation of local labor market facts? Here are examples. An employer wants to hire women in a certain age group, but since considerable training is necessary he specifies he will not hire married women because of possible child-care problems. A glance at the table shows that most of the women in the age group he specifies are married, but that single girls in younger age brackets and older women whose families are raised are available. It works the same way for skilled workers. A contractor may need a carpenter, but the work involves building barns in the rural area where climbing to considerable height is required. He specifies only a man under 45 will be considered. The employer is informed when he places the order that there is a scarcity of experienced carpenters available in the lower-age bracket, but that some older men are seeking carpentry work. The employer may hesitate to raise the age limit, but usually will do so. A check of the files produces a man of 60, fully qualified, exceptionally active, who is working for himself, but available for hire. Result, the employer is only too happy to hire the applicant despite the fact that he is older than he at first specified. He is sold by facts.

Wage rates are a ticklish subject and must be handled with utmost discretion to avoid the criticism that the Employment Service is attempting to set wages. However, since two of the community's largest major employers are in the higher-than-average wage bracket, it is necessary at times in accepting orders from employers to tactfully point out that the rates they quote may make it difficult to fill their order promptly or with satisfactory applicants. If the interviewer and the Service has developed the confidence of employers, this advice is gratefully and gracefully accepted by the employer as a personalized service to him which saves him time in securing needed workers.

John B. Kennaugh, Employer Relations Representative, reports to Mrs. Margaret M. Mooney, in charge of Order Control for the local office, success in securing removal of unrealistic hiring specifications in an employer's order.

A thorough knowledge of the labor market—its supply, demand, working conditions and all other phases, plus close cooperative working relations with employers—we feel is the most effective means of securing realistic specifications on orders.

(Continued from page 29)

files; transfer of information from one document to another; excessive tolerance in allowing claimants and applicants to shirk their responsibility in producing identification; some failure to require re-registration when this would prove effective; and some inadequacies in procedure.

"Regardless of saving in time, we believe that the elimination of the flexoline will *impose a tighter operation and that this is an especially desirable consideration.*

"If every annotation were made properly, and on time; if 511 cards and other documents were not out of file for long periods; if claimants and other applicants were required to have identification in their possession, the flexoline file would be unnecessary. We feel that it is being used to prop up a weak operation, and, although it is a convenience at times, there are usually other ways of getting necessary information.

"If some duplicate registrations result, no harm will be done, as current work history is always desirable.

"We feel, regardless of the decision as to the retention of the flexoline in other Detroit offices, that we could eliminate the flexoline file in this office without loss of effectiveness in operations; with saving of staff time, and tightening up of operations."

(*Continued from page 12*)

registrations at intervals of two months by completing and returning a form which is sent to them by the appointments office.

If it has not been possible to submit an applicant to any vacancy after he has been registered four weeks, he is asked to attend a special interview which follows generally the lines of the interviews of unplaced applicants carried out at regular intervals by the local offices.

The procedure for the circulation of vacancies also differs from that of the local offices. All appointments offices are linked by teleprinter and if a vacancy cannot be filled by the office to which it is notified and there is thought to be reasonable prospect of filling it from another area, it is immediately teleprinted to any or every appointments office in the country. Vacancies notified to appointments offices are thus given the widest possible circulation in the shortest possible time—a service which is greatly valued by employers and applicants alike.

The Central Technical and Scientific Register is located in London and its procedure follows fairly closely that of the appointments offices, with which there is a close liaison.

Youth Employment Service

In the Youth Employment Service the procedure varies quite considerably from that which operates at local offices and appointments offices because the main purpose of the Youth Employment Service is to help boys and girls as they pass from school life into the world of work. Its aim is to try and satisfy their hopes and ambitions by: (a) suggesting types of employment which will provide the best opportunities for the development of their capacities and interests; (b) helping them to find suitable openings; and (c) keeping in touch with them until they reach the age of 18.

Vocational guidance is given to school leavers in two stages, first by school talks about careers given by specially trained Youth Employment Officers, and then by personal interviews with experts in the industry or occupation in which a boy or girl is interested. There are a number of ways of preparing boys and girls to think about their future; arrangements are made for them to visit places of employment in their home areas; a series of illustrated pamphlets which describe the opportunities for employment and the conditions and prospects in particular industries and professions is available; and there are films which give a picture of what life is like in broadly different types of employment.

Although boys and girls are free to choose their own jobs they may seek the advice of the Youth Employment Officers who from personal knowledge can usually make helpful suggestions. In giving this advice the chief aim of the Youth Employment Officer is to help each youth to take up work he will like and which will give him the best chance to develop his talents; also to keep him away from employment which offers poor prospects or which may be detrimental to his health or character. In suggesting or offering a choice of suitable work the Youth Employment Officers will tell boys and girls which work is of the greatest national importance, but in every case the final choice lies with them and their parents.

The responsibility of the Youth Employment Service does not end when the boys and girls have been assisted to find work. It tries to keep in touch with them by inviting them to come back and say how they are getting on. It recognises that it may be difficult for young people to visit the Youth Employment Office in working hours and so what are called "Open Evenings" are held, to which young workers are invited and where they are encouraged to talk about their work. Particularly the Youth Employment Officers want to know about any difficulties which may have been encountered so that a young person who needs it may be given further vocational guidance, and perhaps be assisted to find alternative and more suitable work.

Placing Guides

A wide range of reference books and papers is available to the officers of all branches of the Employment Service but the most important is the GUIDE TO OCCUPATIONAL CLASSIFICATION AND REGISTRATION FOR EMPLOYMENT. This GUIDE has been compiled by the Ministry of Labour and National Service and is continually being revised. It comprises seven volumes and there are special supplements which deal with the placing of ex-service men whose technical qualifications are mainly or wholly the result of their service with the Forces, and with the placing of disabled persons.

In this GUIDE all related occupations are grouped together, each group being given a main classification number and each occupation within the group a sub-classification. The GUIDE sets out clearly and concisely the work which each occupation entails, and also indicates the local variants which are to be found in different parts of the country.

Except in the case of occupations dealt with by the appointments offices and the Central Technical and Scientific Register, a list of questions is given against each occupation, and these can be used when discussing a vacancy with an employer in order to elicit information which it is essential to record in order to guide the placing officer correctly in his choice of an applicant.

But standardised forms, reference books and clearly defined procedure will not, of themselves, ensure the success of an Employment Service, nor will they provide infallible guides to the successful handling of that most complex of all materal—the Human Being. Success depends upon the men and women who work in that Service—their proper training, their skill, patience, and understanding, and upon the sense of personal responsibility which each and all bring to their onerous, but very worth-while, daily task.

(*Continued from page 8*)

to be drastically raised as soon as serious unemployment was encountered.

The funds made available for the administration of the employment security program have not, in my judgment, been enough to do as good a job as should be done. I think that this program would have been more adequately financed if all monies collected under the Unemployment Tax Act had been put aside in a fund to be used exclusively for employment security. Such segregation should be made even now although it is not likely that in the future the excess of Federal unemployment tax income over grants for employment security will be large. Indeed, in advocating the establishment of an employment security account, we must emphasize that appropriations for the employment security program should not be limited by the income from the Unemployment Tax. Furthermore, I do not believe that any such employment security account should be exhausted annually; rather, any current surplus should be kept in the account for future administrative costs or for reinsurance purposes. Such a handling of the account over a period of years seems to me to be only a consistent extension of our recommendation that Congress adopt a permanent policy of annually appropriating contingency funds.

I hope that in this whole field of improving the employment security system the Federal and State Governments can work harmoniously together in a cooperative effort. However, I believe the Federal Government would be remiss in dealing with a problem which is so national in scope as job security, if it did not take leadership in providing adequate protection against unemployment to all American workers and seeing that employment security makes the maximum contribution possible to our economic well-being.

I should like to close by emphasizing the importance of our keeping constantly before us the human side of our program. It is on this basis alone that history will judge whether or not we have been successful. We must keep constantly in mind that we are dealing with human beings faced with the personal disaster of the loss of a job. The man who has lost his job or is in danger of losing one is not interested in the technical soundness of the benefit formula or in the complicated operations of an experience-rating system. No amount of explanation of a finely drawn legal distinction which renders him ineligible for benefits will interest him if he feels entitled to such benefits. Workers and, by and large, the public, are going to judge the system by whether or not it finds suitable employment for people in need of a job or, in the absence of a job, supplies sufficient income to pay the rent and buy groceries for the worker and his dependents. As Mahatma Ghandi once said, "God himself dare not appear to a hungry man except in the form of bread."

(*Continued from page 2*)

Vast Reclamation Construction Program

A WEST-WIDE construction program, unprecedented in the Bureau of Reclamation's 47 years of water resources development, approaching $387 million for this fiscal year, was announced early in November by Reclamation Commissioner Michael W. Straus, who was attending the National Reclamation Association's 18th annual meeting. The figure represents the total construction program, including $333,961,638 in new funds, plus funds previously appropriated.

He released to the public the details of the construction going forward this year on each of the 63 projects and divisions, including the Missouri River Basin carried as a single integrated project, in the Western States. This construction includes work on 35 storage dams, nine power plants, over 200 miles of canals, and other facilities for making water resources available for use.

"The 81st Congress, in approving an unprecedented Reclamation program this year, handed the Bureau of Reclamation a challenging responsibility," the Commissioner said. "We have been moving dirt and pouring concrete in record volume ever since our program conference in Boulder City last August. Now, with the actual appropriation before us, we can pinpoint our goals. The Reclamation forces throughout the country have the ball and are heading for those objectives at full speed."

In the meantime, while the emphasis dollarwise is on construction, the Commissioner said, a far-reaching program of investigations for future water conservation and utilization work is also under way, reaching into all of the 17 Western States, to satisfy demands for more water and more power, which are not being met anywhere in the West today. The Congress also approved two and one-half million dollars in a supplemental appropriation for project rehabilitation, permitting some much needed repairs and modernization on projects which have long been in operation. The total Bureau appropriation for this fiscal year, including deficiency funds approved thus far, is $356,514,510.

Work embraced by the schedules will make new and supplemental irrigation water available for an additional 400,000 acres and increase hydroelectric power generating capacity by about half a million kilowatts by next June 30. This will increase the total acreage for which Reclamation Project water is available to 5,750,000 and increase the total installed Reclamation project power capacity to approximately 3,250,000 kilowatts.

Furthermore, it will represent major progress on long-range construction programs pointed toward new and supplemental irrigation water for an additional 4,000,000 acres and installation of approximately 2,000,000 kilowatts in additional power generating capacity by 1956.

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Resolutions Adopted at the Thirteenth Annual Meeting of the Interstate Conference of Employment Security Agencies

SUBSTANTIVE resolutions adopted at the Thirteenth Annual Meeting of the Interstate Conference of Employment Security Agencies, held at the Roosevelt Hotel, New York City, September 26–29, 1949, indicate continuing interest in administrative financing the appropriations process, interstate benefit payments, and retirement rights for employment security employees. Resolutions of more general interest are as follows:

RESOLUTION I–RELATING TO ADMINISTRATIVE FINANCING

WHEREAS, effective and efficient operation of the employment security program by the States depends upon adequate administrative financing of the State agencies charged with such administration and operation; and

WHEREAS, such successful operation depends not only on adequate administrative funds but also upon sufficient advance notice of the amount of such funds to permit proper planning and organization; and

WHEREAS, the Congress has recognized the importance of such advance assurance as to financing the employment security program in the States by a contingency fund in the current appropriation bill; and

WHEREAS, the Interstate Conference of Employment Security Agencies during its twelfth annual meeting, held in 1948 at St. Paul, approved and endorsed the principles of the then McKinnon Bill (H. R. 6578) which is before the 81st Congress in principle in the form of the Lynch Bill (H. R. 3955); now, therefore, be it

Resolved, That the Interstate Comference of Employment Security Agencies, by this Resolution, express to the Congress its sincere gratitude for Congressional establishment of a contingency fund in order better to assure in advance adequate financing of varying or unforeseen loads in employment security administration in the States; and it is hereby

Further resolved, That the Interstate Conference of Employment Security Agencies hereby endorses again the principles embodied in H. R. 3955, and directs that its officers continue to use their energy to secure passage of H. R. 3955.

Adopted by Conference September 27, 1949.

RESOLUTION II–RELATING TO THE EXTENSION OF PROVISIONS AUTHORIZING THE GEORGE FUND

WHEREAS, Federal statutory provisions authorizing the "George Fund" are due to expire on December 31, 1949; and

WHEREAS, the principle of the "George Fund" is a sound element in the Federal-State Systen of Unemployment Compensation, because it impliedly earmarks the proceeds of the Federal Unemployment Tax Act for Unemployment Compensation purposes and because it provides a fund from which State agencies can obtain loans or advances in case their reserves require it; now, therefore, be it

Resolved, That this Conference favors the continuation of the principle of the "George Fund" and hereby directs its officers to take all appropriate actions to obtain an extension of the statutory authorization for it; provided that this direction shall not be construed to supersede any prior direction given by this conference to its officers with respect to the disposition of the future proceeds of the Federal Unemployment Tax Act.

Adopted by Conference September 27, 1949.

RESOLUTION III–RELATING TO THE RELATIONSHIP OF THE STATE TO THE APPROPRIATIONS PROCESS AND THE RELATIVE RESPONSIBILITIES OF THE BUREAU OF EMPLOYMENT SECURITY AND THE BUREAU OF THE BUDGET IN IT

WHEREAS, State employment security agencies have, by Bureau of the Budget decision, been ruled non-interested parties, under the President's executive order, as to appropriations for grants to the States to administer their employment security programs; and

WHEREAS, the States are not permitted to know the total amounts requested by the States or the amounts submitted to the Bureau of the Budget by the Bureau of Employment Security as needed for proper and efficient administration; and

WHEREAS, the Bureau of the Budget is in effect substituting its judgment for that of the Bureau of Employment Security, which may be contrary to Title III of the Social Security Act and the intent of Congress, as to the amounts necessary for the proper operation of the State programs; now, therefore, be it

Resolved, That the Interstate Conference hereby asks the Secretary of Labor to secure clarification of the executive order of the President, to the end that the States, as represented by their Interstate Conference, be recognized as interested parties; and be it

Further resolved, That the Secretary of Labor be requested to have clarified, through whatever channels he deems appropriate, the relative responsibilities of the Bureau of Employment Security and the Bureau of the Budget, to the end that the States will in the future receive the amounts actually necessary for proper and efficient administration.

Adopted by Conference September 29, 1949.

RESOLUTION IV–RELATING TO THE ESTABLISHMENT OF WORKING RELATIONSHIPS BETWEEN THE CONFERENCE AND VARIOUS STATE AND FEDERAL COMMITTEES DEALING WITH BUDGET PROCEDURES AFFECTING EMPLOYMENT SECURITY AGENCIES

WHEREAS, there is under consideration a modification o budget procedures in various States and in the Federal Govern ment, which procedures may have a vital bearing on employ ment security operations; now, therefore, be it

Resolved, That the president of the Interstate Conference assign to the appropriate conference committee the responsibility of establishing a working relationship with various State and Federal committees dealing with budget procedures affecting employment security agencies.

Adopted by Conference September 28, 1949.

RESOLUTION V—RELATING TO INTERSTATE BENEFIT PAYMENTS

To place the Interstate Benefit Payment system on a more adequate operating basis, in so far as available funds will permit; now, therefore, be it

Resolved, That each State is urged to put into effect on October 1, 1949, but in no event later than January 1, 1950, the proposed methods of handling interstate claims which have been jointly developed and endorsed by the Bureau of Employment Security and the Interstate Benefit Payment Committee, and which are now known to all State agencies; and be it

Further resolved, That to ensure maintenance of the quality standards which are encompassed in this system, the Bureau of Employment Security is requested to appraise the quality aspects of the program in each State at least once each year to see that proper quality levels are maintained. Any State which shows a serious deviation from the prescribed quality level should be immediately advised by the Bureau of the areas of its deficiency and suggested methods by which such deficiencies can be remedied.

Adopted by Conference September 27, 1949.

RESOLUTION VI—RELATING TO RETIREMENT RIGHTS FOR EMPLOYMENT SECURITY EMPLOYEES

WHEREAS, a substantial number of employees in the Employment Security program have been employed in both Federal and State jurisdiction and by such service have gained retirement rights in a State or Federal system; and

WHEREAS, there are employment security employees employed in States that have no State retirement laws and there are employed in such States a substantial number of employees who at one time were in Federal employment and earned Federal retirement credits and others who have no retirement rights, either Federal or State; and

WHEREAS, it is in the public interest that provision be made for adequate retirement benefits for all employment security employees; now, therefore, be it

Resolved, That the appropriate committee of the Conference be assigned the responsibility of (1) further exploring possibilities of securing adequate retirement benefits for employment security employees in States that have no retirement laws, and (2) promoting to the extent feasible State and Federal legislation that will provide reciprocal arrangements under which Federal and State employees with employment in both Federal and State jurisdictions will be given an opportunity to combine retirement credits in one system.

Adopted by Conference September 27, 1949.

RESOLUTION VII—EXTENDING DUE DATE OF FEDERAL UNEMPLOYMENT TAX

WHEREAS, under the provisions of the Internal Revenue Code (Federal Unemployment Tax Act) Section 1601 and 1604, January 31 next following the close of a taxable year is established as the last date that a taxpayer may pay contributions under a State unemployment compensation law and receive full credit against the Federal tax; and

WHEREAS, the establishment of a later due date following the close of a taxable year as the due date for filing returns with the Collector and as the final date for receipt of full credit for payments made under a State unemployment compensation law would permit States, at their discretion, to arrange staggered reporting schedules for covered employers without conflict with Federal requirements and consequent loss of tax offset privileges; and

WHEREAS, staggered employer reporting would make possible substantial savings in administrative costs in those States where the other provisions of their laws are adaptable to such procedure; and

WHEREAS, such later due date might also result in a simplification and improvement of the administration of the Federal Unemployment Tax Act, with substantial economies to the Federal Bureau of Internal Revenue as well as to the State employment security agencies; now, therefore, be it

Resolved, That this Conference does favor an amendment to the Federal Internal Revenue Code (Federal Unemployment Tax Act) extending the due date, and does hereby direct its officers to take appropriate action to that end.

Adopted by Conference September 27, 1949.

THE November 12, 1949 issue of the NAM NEWS of the National Association of Manufacturers, carries the following item:

"The United States Employment Service has issued a pamphlet entitled 'Publications' which lists and describes briefly the contents and application of the studies which it has made in the field of employment. It lists some 50 or more publications dealing specifically with employment problems from the standpoint of the employer.

"In addition, a section is devoted to 'Tests and Measurements' with particular emphasis on 'Aptitude Test Batteries' and 'Trade Tests' as they are used in the hiring procedure.

"Copies may be obtained without charge by addressing the U. S. Employment Service, 14th and Constitution Avenue, Washington, D. C., or a State employment office."

The NEWS reaches some 15,000 members of the Association and over 300 affiliated organizations throughout the country.

RESOLUTION IX—CLARIFYING CONFERENCE PROCEDURE IN PLANING REGIONAL AND BI-REGIONAL MEETINGS

WHEREAS, Article VII, Section 3 of the Constitution provides, "The Regional Executive Committee, after clearance with the National Executive Committee, shall determine the dates for Regional Conferences"; and

WHEREAS, Section VII of the Conference Code provides for the method of carrying out the provisions of the Constitution but is not sufficiently complete and clear with the result that it is frequently interpreted to impose a mandate requiring the holding of regional or bi-regional meetings; and

WHEREAS, the scheduling of meetings in advance of agreement on an agenda or before the real need of such meeting has been fully determined does not appear to be contemplated by the Constitution and is not conducive to the best results, and it appears that the Conference Code needs to be amended and clarified; now, therefore, be it

Resolved, That paragraph 1 of Section VII of the Code be amended to read as follows:

"Each Regional Executive Committee shall determine the need and desirability for a Regional Conference and shall prepare an agenda and shall fix the time and place. A calendar of such regional and bi-regional conferences for the entire Conference year should be prepared as early as is considered practicable, preferably at the first full meeting of the newly elected National Executive Committee following the Annual Meeting."

Adopted by Conference September 28, 1949.

AT PRESS TIME (*Continued from page 38*)

"Your Department of Labor"

A HANDY pocket-sized pamphlet recently circulated to Bureau staff summarizes the organizational structure of the Department of Labor (Chart on Cover 3) and the functions of its various units.

In a foreword to the pamphlet, the Secretary of Labor says:

The Department of Labor's primary function is to serve the Nation's over 60 million workers and their families.

Actually the Department does much more than this. It serves all of the people.

The Act of Congress of March 4, 1913, which created this Department, defined its purpose as follows:

The purpose of the Department of Labor shall be to foster, promote, and develop the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment.

William B. Wilson, first Secretary of Labor, said in his first annual report:

In the execution of that purpose the element of fairness to every interest is of equal importance, and the Department has in fact made fairness between wage earner and wage earner, between wage earner and employer, between employer and employer, and between each and the public as a whole the supreme motive and purpose of its activities.

The Department's information and services are impartial and objective, and they are used by schools and universities, employers, other Government agencies, civic groups, and private citizens, as well as by the labor unions.

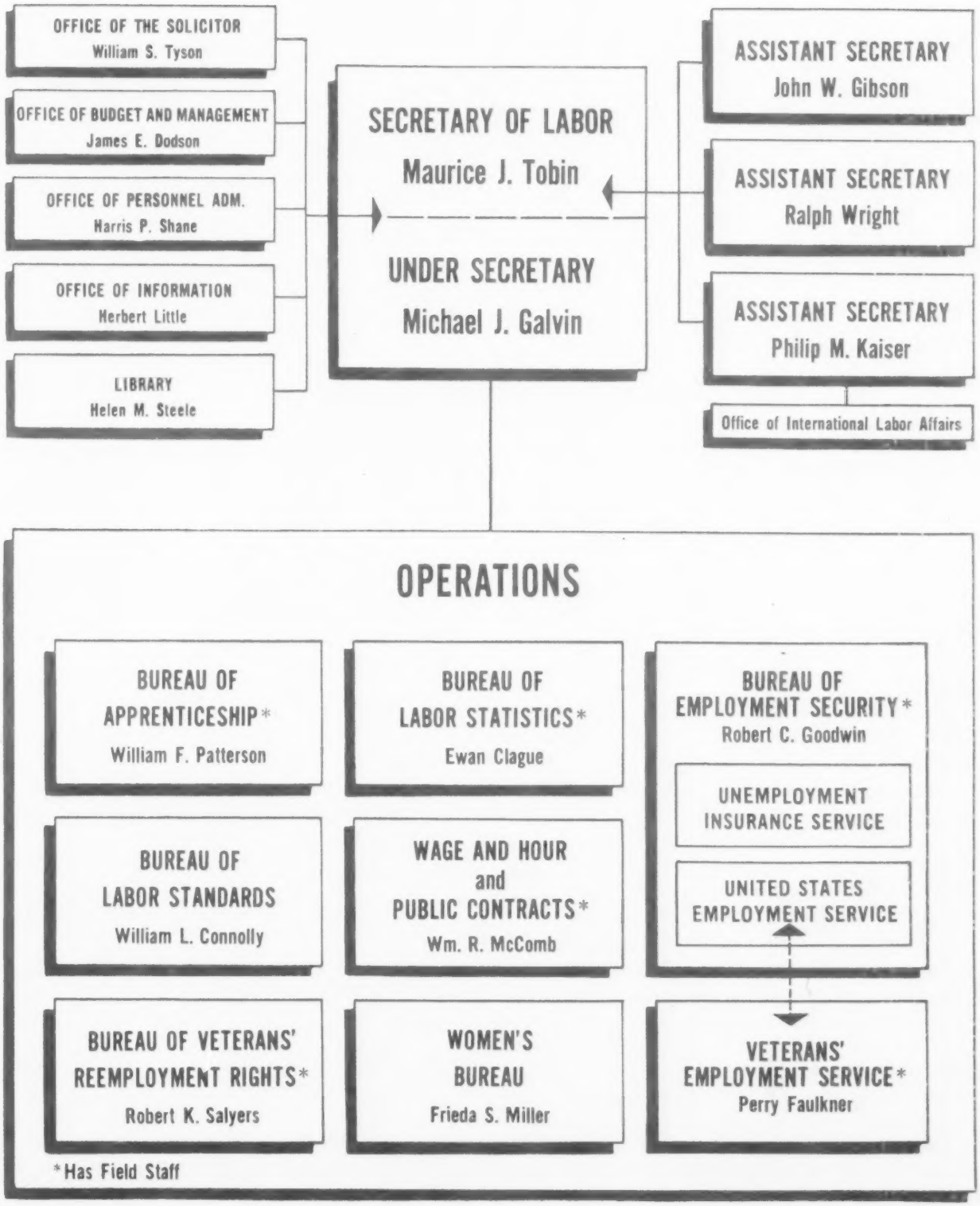
This pamphlet was prepared to inform interested persons about the services and information available in the Department of Labor, and where they can be obtained.

A Merry Christmas
and
A Happy New Year

U. S. GOVERNMENT PRINTING OFFICE: 1949

UNITED STATES DEPARTMENT OF LABOR

December 1, 1949



UNITED STATES DEPARTMENT OF LABOR

MAURICE J. TOBIN, Secretary

BUREAU OF EMPLOYMENT SECURITY—UNITED STATES EMPLOYMENT SERVICE

ROBERT C. GOODWIN, Director

Washington 25, D. C.

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SOCIAL SCIENCE

EMPLOYMENT SECURITY REVIEW

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U. S. DEPARTMENT OF LABOR

Maurice J. Tobin, Secretary

Bureau of Employment Security

Robert C. Goodwin, Director

WASHINGTON 25, D. C.

This index is distributed free of charge to regular subscribers of the publication. Single copies may be purchased from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., at 10 cents a copy

ABBREVIATIONS USED IN INDEX

AHA	American Hospital Association
BES	Bureau of Employment Security
DOT	Dictionary of Occupational Titles
FSA	Federal Security Agency
GATB	General Aptitude Test Battery
IAPES	International Association of Public Employment Services
ILO	International Labour Organisation
NEPHW	National Employ the Physically Handicapped Week
NSRB	National Security Resources Board
OVR	Office of Vocational Rehabilitation
RCA	Radio Corporation of America
SSS	Selective Service System
VER	Veterans Employment Representative
VFW	Veterans of Foreign Wars

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To Improve Status of Women	24	May
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Especial Task (Veterinarians and vocational training teachers)	C3	May
Award for Service to the Blind	C3	May
15th Annual Conference of VER's	1	June
Bureau Director on Overseas Assignment	1	June
Recruitment—RCA	2	June
Merit Award (IAPES—Robert L. Thomas)	28	June
Pre-employment Record for Students	28	June
IAPES (New Orleans Convention)	1	July
NEPH Week 1949	1	July
Cleveland Hires the Handicapped	2	July
Schooling Deaf for Jobs	2	July
Atomic Project Runs to 1953	2	July
Report to the Congress	1	Aug.
President's Reorganization Plans	1	Aug.
Annual Report of ILO	2	Aug.
Trained Engineers Needed	24	Aug.
Veterans Complete Training	24	Aug.
Areas of Unemployment	1	Sept.
Mexican Contract	1	Sept.
Handicapped and Older Workers	1	Sept.
Training Courses for Latin Americans	2	Sept.
In Lieu of Discharge Papers	2	Sept.
More Homestead Land	2	Sept.
Transfer to Labor	1	Oct.
Functions Realigned (USES)	1	Oct.
President Greets NEPH Committee	2	Oct.
Federal Advisory Council Meets (September 14–15)	32	Oct.
Distressed Area Program	32	Oct.
Interstate Conference (September 26–29)	1	Nov.
Labor Legislation Conference	1	Nov.
Midcentury Conference on Children and Youth	1	Nov.
Goals of Handicapped—Convention Theme	2	Nov.
GI Training	2	Nov.
Peak in Rehabilitation History	32	Nov.
ES on Voice of America Network	1	Dec.
McCahill Heads New Division	1	Dec.
Sees End of Job Discrimination	2	Dec.
VFW Contests	2	Dec.
Vast Reclamation Construction Program	38	Dec.
"Your Department of Labor"	40	Dec.

ACCIDENTS

See INDUSTRIAL SAFETY

ATOMIC PROJECT

	Page	Date
Atomic Project Runs to 1953	2	July

ADVERTISING

	Page	Date
Advertising Promotes Job Orders, *Edwin F. Case, Washington*	11	July

BOOK REVIEWS

See REVIEWS—BOOKS, PAMPHLETS, ETC.

BUREAU OF EMPLOYMENT SECURITY (BES)

	Page	Date
Transfer to Labor Department	1	Oct.
The Secretary of Labor Welcomes the Bureau of Employment Security	C2	Oct.
Delegating Order No. 44	C2	Dec.

CANADA

	Page	Date
Job Training—A Feature of Canada's Industrial Film Library, *Department of Labour, Ottawa, Canada*	C3	Feb.
Canada Lines Up Jobs For Students	32	Mar.
Canada's Programme of Employment for University Students, *Lt. Col. J. G. Bisson, Ottawa, Canada*	17	May
An Experiment in Adult Guidance, *Dominion Department of Labour, Ottawa, Canada*	C3	June

COLLEGE PLACEMENT

See PLACEMENT
See YOUTH

COMMERCIAL AND PROFESSIONAL

	Page	Date
Something Must Be Added (Engineers)	23	Jan.
Trained Engineers Needed	24	Aug.

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CHILD LABOR

	Page	Date
Teen-Agers at Work, *Elizabeth S. Johnson, Director, Child Labor Branch, Department of Labor, Washington, D. C.*	C3	Jan.

COMMUNITY COOPERATION

(Full employment, economic planning, special programs)

The Norfolk Career Council, *Silas T. Leaming, Virginia*	17	Jan.
Community Agencies Point the Way:		
National Social Welfare Assembly, *Bernice Bridges*	27	Mar.
Passaic City Psychological Testing Service, *Dr. O. P. Dales*	28	Mar.
Federal Security Agency, *Michael J. Shortley*	29	Mar.
Disabled American Veterans, *Kenneth C. Bradley*	30	Mar.
Loyal Order of Moose, Mooseheart, Illinois, *Glenn S. Callaghan*	30	Mar.
Philadelphia Chamber of Commerce, *Rudolph F. Vogeler*	31	Mar.
ES Salutes Employer Centennial, *Edward Gluck, Pennsylvania*	23	July
Staff Demonstrates Its Community Interest, *Frank C. Languemi, California*	23	Nov.

COUNSELING

Minimum Training Standard for Counselors	C2	Jan.
The Norfolk Career Council, *Silas T. Leaming, Virginia*	17	Jan.
The Employment Service and the College Graduate, *Albert S. Thompson, Vanderbilt University, Nashville, Tennessee*	9	Feb.
THEME—Building a Better Counseling Program:		
The Experts Comment:		
Oscar R. Ewing, *Administrator, Federal Security Agency*	3	Mar.
R. B. Cunliffe, *Rutgers University*	4	Mar.
C. Fred Anderson, *Alabama State Employment Service*	4	Mar.
Fred K. Hoehler, *Chicago Federal Advisory Council*	5	Mar.
Howard A. Dawson, *Alliance for Guidance of Rural Youth*	5	Mar.
Arthur J. Jones, *University of Pennsylvania*	6	Mar.
C. Gilbert Wrenn, *University of Minnesota*	6	Mar.
Counseling Problems of Older Workers, *Ewan Clague, Bureau of Labor Statistics*	7	Mar.
Supervision of Employment Counseling, *Louis H. Ravin, Washington, D. C.*	9	Mar.
Professional Standard and Extended Training Opportunities for Counselors, *Leonard M. Miller, U. S. Office of Education*	13	Mar.
The Employment Service Testing Program, *Luigi Petrullo, Irving K. Cohen, Charles Meigh, Washington, D. C.*	17	Mar.
Counseling Needs in Rural Areas, *Mary Sawtell Archerd, Nebraska, Don C. Arnold, Missouri*	20	Mar.
Future Trends of Occupational Information, *Frank M. Fletcher, Jr., Ohio State University*	24	Mar.
Community Agencies Point the Way:		
National Social Welfare Assembly, *Bernice Bridges*	27	Mar.
Passaic City Psychological Testing Service, *Dr. O. P. Dales*	28	Mar.
Federal Security Agency, *Michael J. Shortley*	29	Mar.
Disabled American Veterans, *Kenneth C. Bradley*	30	Mar.
THEME—Continued		
Loyal Order of Moose, Mooseheart, Illinois, *Glenn S. Callaghan*	30	Mar.
Philadelphia Chamber of Commerce, *Rudolph F. Vogeler*	31	Mar.
Pre-employment Record for Students	28	June
An Experiment in Adult Guidance, *Dominion Department of Labour, Ottawa, Canada*	C3	June
Philadelphia Counsels College Graduates, *C. Pierce Taylor, Pennsylvania*	16	Nov.
Unique Guidance Tool	17	Nov

DICTIONARY OF OCCUPATIONAL TITLES

See also OCCUPATIONAL ANALYSIS		
Congratulations! (Second Edition of DOT)	C2	July

DISABILITY INSURANCE

Temporary Disability Insurance Legislation During 1949, *Regina Stolz Heyman, Washington, D. C.*	28	Nov.

DISABLED VETERANS

See HANDICAPPED
See "RE VETERANS"

EMERGENCIES

See RECRUITMENT FOR SPECIAL PROJECTS

EMPLOYMENT

Labor Market Facts Safeguard Production and Employment, *George P. Scurria, Pennsylvania*	5	Jan.
Employment Looks Up With the Spring	2	Apr.
Employment and Economic Trends, *Louis Levine, Washington, D. C.*	9	Nov.
What Employment Means, *Maurice J. Tobin, Secretary of Labor*	3	Dec.

EMPLOYMENT EXCHANGES ABROAD

Employment Exchanges in Japan, *Edgar C. McVoy, Tokyo, Japan*	13	Jan.
Employment Service in Sweden, *Sven Skogh, Stockholm, Sweden*	25	June
The Employment Service in Great Britain, *A. McD. Gordon, British Embassy, Washington, D. C.*	9	Dec.

EMPLOYMENT SECURITY

See also BUREAU OF EMPLOYMENT SECURITY		
Labor Market Information in an Employment Security Program, *E. J. Eberling, Tennessee*	3	Jan.
The Future of Employment Security, *Robert C. Goodwin, Washington, D. C.*	5	Dec.
Resolutions Adopted at Thirteenth Annual Meeting of Interstate Conference of Employment Security Agencies	39	Dec.

EMPLOYMENT SERVICE

See also UNITED STATES EMPLOYMENT SERVICE		
The Applicants Speak, *J. M. K. Youngblood, California*	17	Feb.
Always a Market for Our Product, *Clayton J. Wallace, Pennsylvania*	17	July

FARM PLACEMENT

Farm Labor, 1949	1	Jan.
Farm Help From Puerto Rico	1	Mar.
THEME—States Prepare Farm Labor Programs:		
Introduction, *Don Larin, Washington, D. C.*	3	Apr.

FARM PLACEMENT—Continued

THEME—Continued	Page	Date
"The Mountain Goes to Mahomet," *John W. Grant, and Peter R. Giovine, Washington*	4	Apr.
Recruitment Aids at Work in Colorado, *James H. Lumpkins and Francis J. Farrell, Colorado*	7	Apr.
A Million Dollar Two Weeks, *Darby Hammond, Texas*	9	Apr.
We Caught 'Em on the Road, *J. Marvin Powell, Virginia*	11	Apr.
A Little Bulletin Does a Big Job, *J. R. Haan, North Dakota*	13	Apr.
Farm Recruitment Wins Out in Tight Labor Market, *A. E. McCully, Ohio*	15	Apr.
Sharpshooters Hit the Bull's Eye! *Melville H. Smith, Jr., W. Wallace Orr, Inc., Pennsylvania*	18	Apr.
A Farm Labor Information Program, *Margot Wakeman Lenhart, California*	20	Apr.
"Informacion Estacion" Missouri 1948, *Paul J. Trotter, Missouri*	22	Apr.
Hunting the Elusive Farm Hand, *Harold N. Hoyt, Iowa*	24	Apr.
Omaha Meeting on Grain Crop Labor Needs	1	May
Our Farm Experts Helped Call the Signals, *Edward F. Hayes, California*	3	May
Training Produced Results in Arizona, *A. D. Carlisle and F. A. Potter, Arizona*	6	May
Volunteer Farm Labor Representatives, *Harold L. Mahan, Nebraska*	8	May
City Youth and Farm Placement Program, *John Downing, Region I*	10	May
"Operation Cotton" in Memphis, *Burr Cullom, Tennessee*	12	May
Strawberries—A Farm Placement Test Case, *Sanford Garner and Orpha Cross, Tennessee*	12	Aug.
Guiding the Migrant Worker, *Annual Guides of Farm Placement*	23	Aug.
Mexican Contract	1	Sept.
Plant Industry in South Georgia, *Jack O. Eason, Georgia*	20	Nov.
Nature Rules Recruitment, *Frank P. McDaniel, Georgia*	22	Nov.
A Farm Program Film, *Samuel L. Hitchings, Maine*	26	Nov,
Labor Recruitment for Agriculture	C3	Nov.

FEDERAL ADVISORY COUNCIL

Federal Advisory Council Appraises Employment Security Program, *Merrill G. Murray, Federal Advisory Council*	4	Nov.
Text of Resolutions Adopted at September 1949 Meeting of the Federal Advisory Council on Employment Security	7	Nov.

FEDERAL SECURITY AGENCY

Annual Report	C3	July

FEDERAL-STATE RELATIONS

Improvement of Interstate Benefit Payments, *E. J. Bofferding, Washington, D. C*	30	Oct.

FIELD SUPERVISORS

See SUPERVISION

GREAT BRITAIN

The Employment Service in Great Britain, *A. McD. Gordon, British Embassy, Washington, D. C*	9	Dec.

HANDICAPPED

(Rehabilitation of; Selective Placement of)	Page	Date
See also VETERANS		
See also NEPH WEEK		
"No Concessions Asked," *Florida Industrial Commission Idea Exchange*	C2	Feb.
Enter Job World	2	Mar.
Rehabilitation Services Extended (Agreement between OVR and SSS)	C3	Apr.
A Twice-Challenged Champion, *Alice A. Dunnigan, Washington, D. C*	23	May
Schooling Deaf for Jobs	2	July
A Message to the Employment Services, *Ross T. McIntire, the President's Committee on National Employ the Physically Handicapped Week*	C2	Sept.
THEME—Placement of the Physically Handicapped:		
Selective Placement Broadens the Job Horizon, *K. Vernon Banta, Washington, D. C*	3	Sept.
Untapped Manpower, *Howard A. Rusk, M. D. and Eugene J. Taylor, both of New York University College of Medicine*	5	Sept.
Boon for Disabled Veterans, *Elmer H. Jebo, Washington, D. C*	8	Sept.
Quotation by Alben W. Barkley	9	Sept.
Selective Placement is "Placement," *James M. Mack, Washington*	11	Sept.
"Tell Them Again," *Merry Holt, Washington, D. C*	13	Sept.
Connecticut Mobilizes State Resources for Placement of the Physically Handicapped, *Vincent P. Hippolitus, Connecticut*	14	Sept.
State Program of Merit Awards to Employers, *Paul F. Murphy, Pennsylvania*	16	Sept.
A Veteran's Business Venture, *George L. Layne, Virginia*	19	Sept.
My Most Satisfying Handicapped Placement:		
Arizona, *Charles Boyle*	21	Sept.
Florida, *Fred C. Birthisel, Jr*	21	Sept.
Colorado, *R. M. Stallard*	22	Sept.
California, *Marcia Ford*	23	Sept.
Maine, *Ray W. Sherman*	24	Sept.
Illinois, *Harold N. Harvey*	24	Sept.
West Virginia, *Joseph Feeney*	25	Sept.
Missouri, *William M. Miller*	26	Sept.
Idaho, *Russell H. Rock*	26	Sept.
Mississippi, *Elizabeth Garth*	27	Sept.
South Dakota, *Alma Salkeld*	27	Sept.
Florida, *Marguerite Stringfellow*	27	Sept.
Peak in Rehabilitation History	32	Nov.
My Most Satisfying Physically Handicapped Placement, *Jack Rath, Arizona*	C3	Nov.

HAWAII

Full-up	22	Jan.

HOUSEHOLD WORKERS

See PLACEMENT

IAPES

Merit Award	28	June
Convention, New Orleans, Louisiana	1	July

INDUSTRIAL SAFETY

Toward a Million Fewer Accidents, *William L. Connolly, U. S. Department of Labor*	15	May

INDUSTRIAL SERVICES

	Page	Date
See also OCCUPATIONAL ANALYSIS		
Industrial Services on the March, *John L. McGoldrick, New Jersey*	21	May
Industrial Services Called for by a $100 Million Industry, *William H. Anderson, Jr., Florida*	3	July
Opinion Research in New Jersey, *Robert A. Berman, New Jersey*	18	Nov.
Hospital Staffing Project	19	Nov.

INFORMATION, INFORMATION MEDIA

(Radio, televison, films, window displays, etc.)

Good Promotional Activities, What Are They? *Charles L. Rolfe, West Virginia*	20	July
Films Offer Golden Opportunity to Local Offices, *Susan G. Womble, North Carolina*	9	Aug.
Films Related to Employment Security Subjects	9	Aug.
NEPH Week—The Role of Information, *Merry Holt, Washington, D. C*	13	Sept.
An Adventure in Television, *A. L. Beier, Wisconsin*	24	Nov.
A Farm Program Film, *Samuel L. Hitchings, Maine*	26	Nov.

INTERAREA PLACEMENT

From Nome to Zanzibar, *Philip N. Shore, Pennsylvania*	14	Feb.

INTERNATIONAL LABOUR ORGANISATION

On Geneva Committee (Arthur W. Motley)	2	Feb.
Annual Report	2	Aug.

INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES

Twelfth Annual Meeting, St. Paul, Minnesota	1	Jan.

JAPAN

See EMPLOYMENT EXCHANGES ABROAD

JOB DEVELOPMENT

Advertising Promotes Job Orders, *Edwin F. Case, Washington*	11	July

LABOR MARKET INFORMATION

(Reporting, analysis, trends, newsletters, etc.)

Labor Market Information in an Employment Security Program, *E. J. Eberling, Tennessee*	3	Jan.
Labor Market Facts Safeguard Production and Employment, *George P. Scurria, Pennsylvania*	5	Jan.
Basis of Service to All Groups, *Mary E. Henderson, Georgia*	9	Jan.
Effective Aid to State Administration, *O. B. Railey, California*	11	Jan.
Future Trends of Occupational Information, *Frank M. Fletcher, Jr., Ohio State University*	24	Mar.
A Little Bulletin Does a Big Job, *J. R. Haan, North Dakota*	13	Apr.
A Farm Labor Information Program, *Margot Wakeman Lenhart, California*	20	Apr.
Distressed Area Program	32	Oct.
Occupational Information in Placement, *Emanuel L. Kohn, Washington, D. C*	22	Dec.

LIBRARY

A Local Office Library Pays Dividends, *Leo H. Carney, Pennsylvania*	16	July

LOCAL OFFICE—ORGANIZATION, MANAGEMENT, STAFF

	Page	Date
THEME—Local Office Organization and Management:		
"A Blueprint for Management," *S. S. Springer, Indiana*	3	June
Special Problems of a Smaller Local Office, *Holt E. Register, Georgia*	6	June
Management Planning—Product of Evolution, *John W. Stephens, Jr. Virginia*	7	June
Within Framework of Policy Plans Are Flexible, *L. F. Heckman, Georgia*	9	June
Progress on the Job-Filling Highway, *Earle C. Duncan, Ohio*	11	June
Planned Management Gets Results, *Fred Z. Hetzel, District of Columbia*	14	June
How Management Identifies Weak Spots, *Lester F. Shebel, Florida*	17	June
Grass Roots Budgeting, *Thomas J. Potter, Tennessee*	19	June
Realism for Operations and Budgets, *Walter E. Parker, Illinois*	21	June
Gearing Occupational Analysis to Local Office Operations, *B. C. Seiple, Ohio*	8	July
The Training Problem in Relation to Management, *Wilfred V. Jones, Illinois*	15	Aug.

MEMORIALS

Requiescat—Harvey Enloe, Jr	1	June
Brock Memorial	2	June

MIGRATORY WORKERS

See also FARM PLACEMENT		
Northward Bound, *Fernando Sierra Berdecia, Puerto Rico*	12	Nov.

MOBILE UNITS

See FARM PLACEMENT

NATIONAL EMPLOY THE PHYSICALLY HANDICAPPED WEEK (NEPH WEEK)

The President's Committee Reports on "NEPH" Week, *William P. McCahill, President's Committee on "NEPH" Week*	20	Feb.
Bristol Builds a Climax for NEPH Week (American Legion Award), *Milton N. Gwaltney, Virginia*	26	Apr.
A Message to the Employment Services, *Ross T. McIntire, the President's Committee on National Employ the Physically Handicapped Week*	C2	Sept.
NEPH Week—The Role of Information—"Tell Them Again," *Merry Holt, Idea Exchange, Washington, D. C*	13	Sept.
NEPH Week, President's Proclamation, 1949	C3	Oct.
Winners in the NEPH Week Contest	3	Nov.

OCCUPATIONAL ANALYSIS

Gearing Occupational Analysis to Local Office Operations, *B. C. Seiple, Ohio*	8	July
Hospital Staffing Project	19	Nov.

OFFICE OF VOCATIONAL REHABILITATION

See also HANDICAPPED		
Peak in Rehabilitation History	32	Nov.

OLDER WORKERS

Counseling Problems of Older Workers, *Ewan Clague, Bureau of Labor Statistics*	7	Mar.
An Experiment in Adult Guidance, *Dominion Department of Labour, Ottawa, Canada*	C3	June
Years Bring Value, *Lawrence J. Fenlon, The American Legion*	C2	Aug.

PLACEMENT PROCESS

	Page	Date
College Placement, *W. F. Lunsford, Ohio*	3	Feb.
Placing Key Personnel, *Gould Beech, Alabama*	7	Feb.
The Employment Service and the College Graduate, *Albert S. Thompson, Vanderbilt University, Nashville, Tennessee*	9	Feb.
What Workers Want From Their Jobs, *Albert S. Thompson, Vanderbilt University, and Robert O. Goad, Tennessee*	11	Feb.
From Nome to Zanzibar (Interarea Placement), *Philip N. Shore, Pennsylvania*	14	Feb.
Canada's Programme of Employment for University Students, *Lt. Col. J. G. Bisson, Ottawa, Canada*	17	May
College Placement	C2	June
A New Method of Evaluating Placement Potential, *Vincent J. Brings and Phillis Beattie, Washington*	7	Aug.
Hospital Staffing Project (AHA and BES)	19	Nov.
An Adventure in Television, *A. L. Beier, Wisconsin*	24	Nov.
THEME—The Placement Process:		
Handling Heavy Applicant Loads, *James H. Sullivan, Massachusetts*	13	Dec.
Self-Application Pays Off, *T. D. Dabagh, Hawaii*	16	Dec.
The Case for Self-Applications, *Charlotte Ruth Nathenson, Illinois*	19	Dec.
Job Specifications Prove Their Worth, *Howard S. Carpenter, Washington, D. C.*	20	Dec.
Occupational Information in Placement, *Emanuel L. Kohn, Washington, D. C.*	22	Dec.
Placing Household Workers in the Nation's Capital, *Myra C. Callis, District of Columbia*	24	Dec.
Cross-Index File Betters Service to Applicants, *George Tilden, Missouri*	27	Dec.
Cross-Reference Activity Excessively Time-Consuming, *Frederick M. Mitchell, Michigan*	29	Dec.
Employers' Unrealistic Hiring Specifications:		
We Seek Out Basic Causes, *Fred B. Scherff, Ohio*	30	Dec.
A 10-Point Approach Pattern, *George Toll, California*	32	Dec.
We Work Through an Advisory Committee, *Tulio N. Zeno, Puerto Rico*	34	Dec.
We Sell by Facts and Testing, *William B. Mills, Wisconsin*	35	Dec.

PUBLIC RELATIONS

See also LABOR MARKET INFORMATION
See also INFORMATION, INFORMATION MEDIA

Good Promotional Activities—What Are They? *Charles L. Rolfe, West Virginia*	20	July

PUERTO RICO

Farm Help from Puerto Rico	1	Mar.
Northward Bound, *Fernando Sierra Berdecia, Puerto Rico*	12	Nov.

RECRUITMENT FOR SPECIAL PROJECTS

(Disasters, emergencies, etc.)

Tales of Somaliland, *Professional Office, New York*	8	Jan.
Fire Fighting Task for ES	2	May
Advertising Promotes Job Orders (Seattle Earthquake), *Edwin F. Case, Washington*	12	July
Operation Snowbound	14	July

REVIEWS AND EXCERPTS

(Books, pamphlets, reports, etc.)

"The Performance of Physically Impaired Workers in Manufacturing Industries"	22	Jan.
Job Training—A Feature of Canada's Industrial Film Library, "Brief Employment Facts," *Ottawa, Canada*	C3	Feb.
"Stuff From 'Seventeen Magazine' "	C3	Mar.
Job Guide for High School Girls	27	June
Current Publications on Occupational Information:		
"Local Occupational Guides"	24	July
"Road to the Right Job"	24	July
"Job Guide for Young Workers"	24	July
"Radio and Television Bibliography"	24	July
"Occupational Outlook Handbook"	24	July
Annual Report, *Federal Security Agency*	C3	July
"Professional Opportunities in National Youth-Serving Organizations"	6	Aug.
Directory of National Youth-Serving Organizations	22	Aug.
An Expert Speaks: Irene Duncan, *Glamour Magazine*	C3	Aug.
Lines on Labor Day:		
Maurice J. Tobin	C3	Oct.
Frieda S. Miller	C3	Oct.
Harry B. Mitchell	C3	Oct.
Hon. Humphrey Mitchell (Canada)	C3	Oct.
"What to Read," *Guidance Literature*	17	Nov.
Your Department of Labor	40	Dec.

RURAL YOUTH

See also YOUTH
See also COUNSELING

Counseling Needs in Rural Areas, *Mary Sawtell Archerd, Nebraska and Don C. Arnold, Missouri*	20	Mar.

SELECTIVE PLACEMENT

See HANDICAPPED

STAFF TRAINING

Minimum Training Standards for Counselors	C2	Jan.
Training Produced Results in Arizona (Farm), *A. D. Carlisle and F. A. Potter, Arizona*	6	May
Films Related to Employment Security Subjects	9	Aug.
The Training Problem in Relation to Management, *Wilfred V. Jones, Illinois*	15	Aug.

SUPERVISION

Supervision of Employment Counseling, *Louis H. Ravin, Washington, D. C.*	9	Mar.
Improving Field Supervision, *R. N. Cochran, West Virginia*	18	Aug.

SWEDEN

See EMPLOYMENT EXCHANGES ABROAD

TELEVISION

See INFORMATION, INFORMATION MEDIA

TESTING

See also COUNSELING

The Employment Service Testing Program, *Luigi Petrullo, Irving K. Cohen, Charles Meigh, Washington, D. C.*	17	Mar.
Scheduled High School GATB, *Norman R. Roberts, Sr., Pennsylvania*	6	July
Use of a Local Office Test Program to Improve Performance, *Harold Kasper, New York*	22	Oct.

TRAINING

(Industry)

See also STAFF TRAINING

Job Training—A Feature of Canada's Industrial Film Library, *Ottawa, Canada*	C3	Feb.
On-the-Job Training for Phone Maintenance Workers, *St. Clair T. Bourne, New York State Department of Labor*	18	July

UNEMPLOYMENT INSURANCE

(Unemployment Compensation)

	Page	Date
1949—Changes in Unemployment Insurance Laws, *Ruth Reticker, Washington, D. C.*	28	Sept.
Duration of Benefits in Unemployment Insurance, *Marvin Bloom, Washington, D. C.*	30	Sept.
THEME—Unemployment Insurance—Improving the Claims Process:		
Unemployment Insurance Grows Up, *R. G. Wagenet, Washington, D. C.*	3	Oct.
Monitored Initial Claims Taking in Arizona, *George Shiells, Arizona*	5	Oct.
California's Experience With Self-Filing, *John A. Owens, California*	7	Oct.
Fact-Finding by Claims Examiners, *Abraham Abramowitz, Washington, D. C.*	8	Oct.
The Nonmonetary Claims Determination Process:		
I. The Decentralized System—Tennessee, *Henry R. Burkitt*	10	Oct.
II. The Centralized System—Wisconsin, *Lawrence A. Burley*	12	Oct.
III. The Decentralized System—Indiana, *C. J. Martz*	14	Oct.
IV. The Centralized System—Massachusetts, *Henry Lane*	16	Oct.
Local Office Use of a Policy Manual in the Determination Process, *Irwin I. Blumberg, Illinois*	17	Oct.
Explaining the Determination to the Claimant, *James L. Slavin, New York*	20	Oct.
Use of a Local Office Test Program to Improve Performance, *Harold Kasper, New York*	22	Oct.
Local Office Check Writing—Michigan, *Virginia J. Schulte*	26	Oct.
Rhode Island Pays in Cash, *T. Edward Burns*	28	Oct.
Improvement of Interstate Benefit Payment, *E. J. Bofferding, Washington, D. C.*	30	Oct.
Temporary Disability Insurance Legislation During 1949, *Regina Stolz Heyman, Washington, D. C.*	28	Nov.

UNITED NATIONS

United Nations Day	C2	Nov.

UNITED STATES DEPARTMENT OF LABOR

Delegating Order No. 44	C2	Dec.
Organizational Chart	C3	Dec.

UNITED STATES EMPLOYMENT SERVICE

See also EMPLOYMENT SERVICE		
An Expert Speaks (Glamour Magazine)	C3	Aug.

VETERANS

	Page	Date
See also HANDICAPPED		
See also AMERICAN LEGION		
Bristol Builds a Climax for NEPH Week, *Milton N. Gwaltney, Virginia* (Certificate of Award)	26	Apr.
Good Promotional Activities—What Are They? *Charles L. Rolfe, VER, West Virginia*	20	July
Years Bring Value, *Lawrence J. Fenlon, The American Legion* (Older Workers)	C2	Aug.
Honored for Disabled Veterans Programs, *Ray Bocarde, California* (Certificate of Award)	20	Aug.
Veterans Complete Training	24	Aug.
In Lieu of Discharge Papers	2	Sept.
More Homestead Land	2	Sept.
"Re: Veterans":		
There is a New Frontier	19	Jan.
Enrollment Down	21	Jan.
Salt Lake's New Vocational School	21	Jan.
Subsistence Checks on Time	21	Jan.

WHITE HOUSE MIDCENTURY CONFERENCE ON YOUTH

See YOUTH

WOMEN

Part-Time Jobs for Women	15	Nov.

YOUTH

See also COUNSELING		
See also PLACEMENT PROCESS		
See also RURAL YOUTH		
Record College Enrollment	12	Jan.
The Norfolk Career Council, *Silas T. Leaming, Virginia*	17	Jan.
Teen-Agers at Work, *Elizabeth S. Johnson, Child Labor Branch, Washington, D. C.*	C3	Jan.
College Placement, *W. F. Lunsford, Ohio*	3	Feb.
Placing Key Personnel, *Gould Beech, Alabama*	7	Feb.
The Employment Service and the College Graduate, *Albert S. Thompson, Vanderbilt University, Nashville, Tennessee*	9	Feb.
Canada Lines Up Jobs for Students	32	Mar.
City Youth and the Farm Placement Progran, *John Downing, Farm Placement Specialist, Region I*	10	May
Canada's Programme of Employment for University Students, *Lt. Col. J. G. Bisson, Ottawa, Canada*	17	May
College Placement	C2	June
A Working "Service to Youth" Program, *Clark S. Hardy, Nevada*	23	June
Today School—Tomorrow Work, *Elizabeth S. Johnson, Bureau of Labor Standards, Washington,* D. C.	3	Aug.
Challenge to Youth, *E. Leigh Stevens, Hawaii*	21	Aug.
Midcentury Conference on Children and Youth	1	Nov.
Philadelphia Counsels College Graduates, *C. Pierce Taylor, Pennsylvania*	16	Nov.

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